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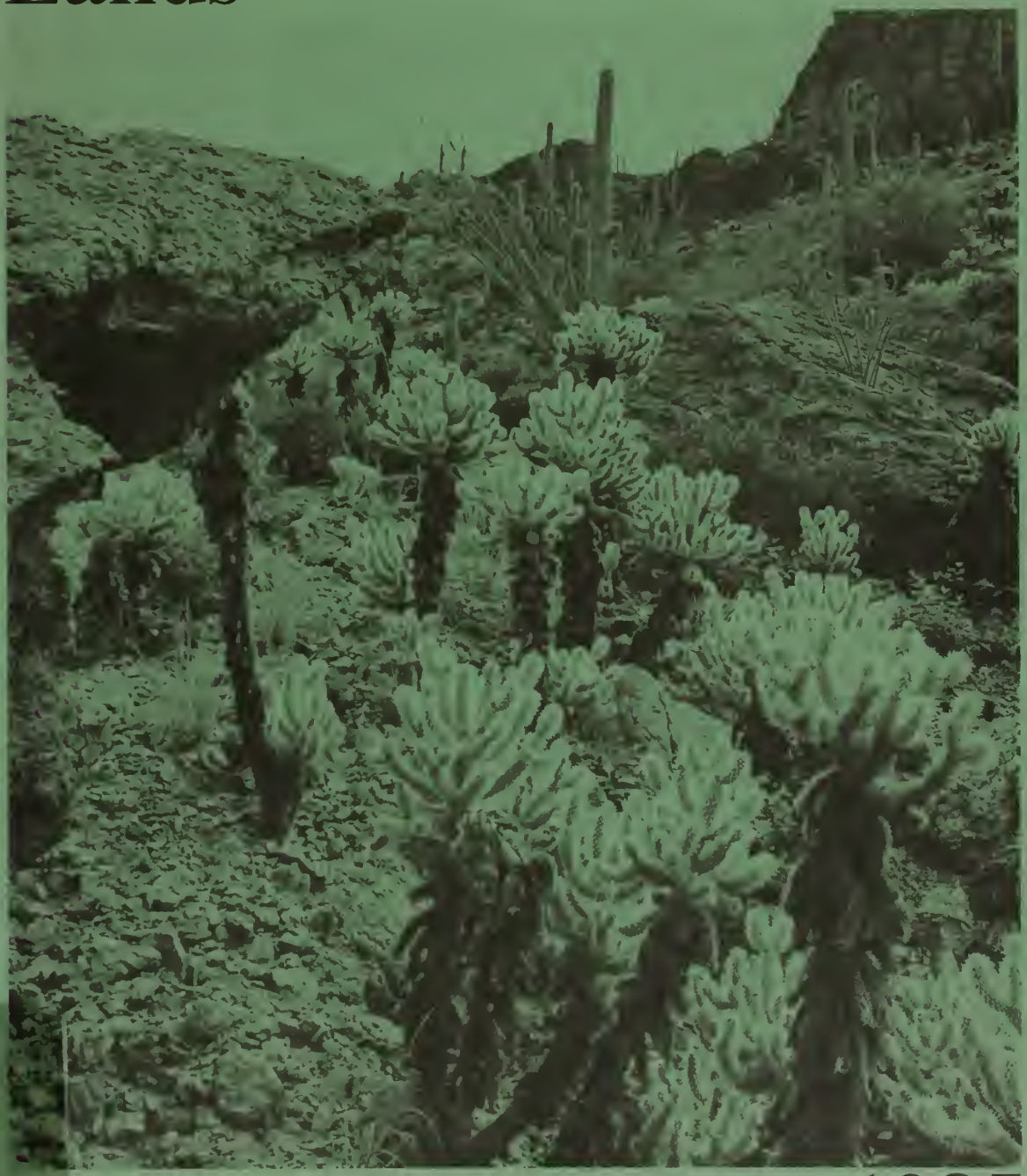
Managing the Nation's Public Lands



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Managing the Nation's Public Lands Fiscal Year 1985

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This report to the Congress of the United States on the management of the Nation's public lands is submitted pursuant to requirements of the Federal Land Policy and Management Act of 1976 (FLPMA) and covers the period from October 1, 1984 through September 30, 1985.

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Managing the Nation's Public Lands Fiscal Year 1985

CONTENTS

I. Introduction 5
II. Fiscal Year 1985 Progress Report
A. Bureauwide Initiatives
Planning 8
Automated Lands and Records System 8
Riparian Area Management 8
Hazardous Materials Management 9
BLM/Forest Service Interchange 9
B. Energy and Mineral Programs
Oil and Gas Management 10
Geothermal Management 12
Coal Management 12
Oil Shale Management 13
Tar Sand Management 13
Nonenergy Mineral Management 14
Mineral Materials Management 15
Mining Law Administration 15
C. Land Programs
Lands 15
Alaska Lands 17
Rights-of-Way 18
Recreation Management 18
Natural History Resource Management 20
Cultural Resource Management 20
Wilderness Review 21
D. Renewable Resource Programs
Rangeland Management 22
Forest Management 24
Wildlife Habitat Management 25
Wild Horse and Burro Management 25
E. Support Services
Law Enforcement 27
Cadastral Survey 28
Fire and Aviation Management 28
Engineering Services 30
Information Resources Management 30
Evaluations/Audits 31
Volunteers and Other Contributed Services 31
General Administration 33
III. Financial Management
A. Appropriations and Expenditures 36
B. Revenues and Receipts 39
C. State and Local Shares
Revenue Sharing 41
Payments in Lieu of Taxes 42
IV. A Look Ahead 43

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I. Introduction

"Stretches of picturesque poverty". . . "lands long on desert and short on water". . . "the lands that nobody wanted". . .

Such descriptions of Bureau of Land Management (BLM) administered lands are hardly awe-inspiring. Gobi and lunar landscapes come to mind. Yet while you can find such areas on public lands, you also can find thick forests, babbling trout streams, rich deposits of coal, lush mountain pastures, prehistoric cliff dwellings, pristine views, free-roaming wild horses, productive fields of oil and gas, and even gold mines.

When Congress enacted the Federal Land Policy and Management Act of 1976 (FLPMA), it included as the first statement of policy that most public lands be retained in Federal ownership. Although such statements are often interpreted to mean that the lands belong to the nebulous entity entitled the Federal Government, in truth the public lands belong to you—to each and every American.

The riches associated with the public lands should be a source of pride to each of us. Although BLM administers the lands for the people, we encourage every American to become involved in their management, to enjoy the treasures that they offer, and to protect these resources for future generations of Americans.

The public lands encompass approximately 272 million acres—about one-eighth of the Nation or an area larger than the combined States of Texas, New Mexico, and Oklahoma. In addition, the mineral estate underlying another 300 million acres of lands administered by other agencies or private interests also comes under BLM jurisdiction. Most of this acreage is located in the Western States, including Alaska, although small parcels are scattered across the Eastern States.

In accordance with the mandates of FLPMA, these lands are managed under the principles of "multiple use and sustained yield." Congress recognized the special values of these lands in the policy section of the Act:

"the public lands be managed in a manner that will protect the quality of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; that, where appropriate, will preserve and protect certain public lands in their natural condition; that will provide food and habitat for fish and wildlife and domestic animals; and that will provide for outdoor recreation and human occupancy and use;"

(FLPMA, Sec. 102(a)(8))

At the same time, Congress required that:

"The public lands be managed in a manner which recognizes the Nation's need for domestic sources of minerals, food, timber, and fiber from the public lands . . . "

(FLPMA, Sec. 102(a)(12))

As these statements indicate, the public lands are a huge storehouse brimming with rich resources. The Nation is turning to this storehouse to meet its growing needs for energy, food, timber, minerals, water, wildlife, wilderness, and recreation. What has it found?

Photo by Jon Wesley Sering, BLM Montrose District Office

Stark and arid, yet home to pronghorn antelope, the Adobe Badlands Wilderness Study Area is a unique landscape in western Colorado

Photo by Bob Anderson, BLM California State Office

A typical oil rig rises above public lands in northeast Wyoming

In Alaska, a mother grizzly bear and her cubs share their habitat with the Trans Alaska pipeline

This rainbow trout is only one of many kinds of fish sharing the 86,000 miles of streams on public lands

Photo by Joe Ross, BLM Las Vegas District Office

- about 1.4 billion barrels of proven oil reserves
- approximately 12.5 trillon cubic feet of proven natural gas reserves
- 10 million animal unit months of forage to support about 4.3 million head of domestic livestock
- the major portion of the undiscovered but geologically predictable domestic deposits of aluminum, antimony, beryllium, bismuth, cadmium, chromium, cobalt, copper, fluospar, lead, manganese, mercury, molybdenum, nickel, platinum group metals, silver, tungsten, and vanadium
- almost 8 million acres of commercial forest land with a producing capacity of about 1.4 billion board feet each year
- about 80 percent of the Nation's oil shale
- all 11 of the Nation's major tar sand sites
- thousands of unique recreational areas, including 15 Wild and Scenic Rivers, 20 National Trails, 34 Outstanding Natural Areas, almost 1,500 developed recreation sites, and thousands of areas open to a wide variety of recreational uses
- in the Western States alone, about one-third of the Nation's total coal supply, plus substantial Eastern coal reserves
- more than 25 million acres with wilderness characteristics, including about 369,000 acres of designated wilderness
- some 35 percent of the Nation's uranium reserves
- more than 320 archaeological and historical sites recorded in the National Register of Historic Places; 400 sites pending entry on the Register
- world class deposits of phosphate, sodium, lead, zinc, and potash
- habitat for one out of every five big game animals in the United States, including many caribou, brown and grizzly bears, desert bighorn sheep, moose, mule deer, and antelope
- nearly 86,000 miles of streams containing trout, salmon, and other sport fish—enough to encircle the Earth three and one-half times
- prospective sources of geothermal energy on more than 55 million acres, plus 2 million acres of known geothermal resource areas
- approximately 90 percent of all wild horses and burros managed, protected, and controlled under the Wild Free-Roaming Horse and Burro Act of 1971

The magnitude and value of these resources, along with the high potential for conflicting demands and uses,

make BLM issues some of the most pressing and exciting domestic resource policy issues facing the Nation. Some of the most visible ones are recreation, wild horse and burro management, onshore oil and gas development, energy facility siting and transcontinental pipelines, wilderness study and designation, coal development, hazardous waste disposal, timber production, and availability of land for urban development.

Just as the resources overlap on the public lands, these issues interrelate so that a change in the management of one resource will impact the management of another. BLM has developed and implemented a management system to meet its multiple use mandate and to guide its decisions and actions:

- a planning and decisionmaking process that balances alternative uses, includes public participation, and directs BLM's implementation activities;
- implementation of land use plans, particularly by making on-the-ground improvements that increase productivity and resource values on the public lands;
- monitoring of resource conditions on the public lands to determine the effectiveness of a wide range of activities; and
- service, operations, and maintenance activities to meet the public's needs and to provide cost effective protection of existing investments.

This management system is designed to resolve many of the conflicting demands placed upon the public lands and to facilitate the development of needed resources while protecting other resource values from inadvertent damage or destruction. It is also designed to reflect the needs and desires of the American public.

As an American, you have an important role in public land management. BLM encourages you to learn more about public lands, to become involved in their management, and to enjoy **your** lands. The following pages will give you a good idea of public land management during Fiscal Year 1985, and of the issues and initiatives BLM faces during Fiscal Year 1986. For more information about BLM and the public lands, please feel free to contact your local BLM office.

se consultation with those interested in public lands is a vital part of BLM's d use planning process

Impressive!

Photo by Jon Wesley Sering, BLM Montrose District Offic

The Dolores River in Colorado provides one of many recreational opportunities on public lands

II. Fiscal Year 1986 Progress Report

A. Bureauwide Initiatives

Planning

Did you know . . . it takes about 2 years to prepare a resource management plan!

Planning brings people together, and BLM relies upon its planning process to address, with public participation, land use management issues. Through planning, BLM seeks to accommodate increasingly competitive demands for the public lands while protecting and ensuring their long-term productivity.

Sixteen resource management plans (RMP) were approved by the end of Fiscal Year 1985. An additional 25 RMP's were available for public review as draft plans. With an increasing number of plans completed and many others near completion, BLM is placing additional emphasis on plan implementation, monitoring, and maintenance. One part of this emphasis is a new course called "Using the Plan," which BLM initiated in 1985 at its Phoenix Training Center.

During Fiscal Year 1985, BLM also developed a series of program-specific guidelines to improve the content, program coverage, and comparability of future RMP's and plan amendments. The guidelines for the renewable resource, lands and rights-of-way, nonenergy leasable minerals, acquisition, and fire management programs are scheduled for implementation in early Fiscal Year 1986. The guidelines for other programs are scheduled for review as drafts by BLM field offices, other Federal and State agencies, and interested members of the general public.

Photo by Joe Ross, BLM Las Vegas District Office

A coordinated resource management planning field tour brings representatives from BLM and interested public land users together in the Gold Buttes/Virgin Valley area in Nevada

Automated Land and Mineral Record System (ALMRS)

Did you know . . . if implemented, ALMRS would substantially free personnel from the manual records and processes used in some offices since the late 1700's to handle land sales and permits, rights-of-way, mineral leases, mining claim records, and other such actions.

As currently conceived, the ALMRS project would automate many records basic to Federal land management. The project represents a long-term commitment to a new way of doing business and builds on a variety of previous efforts to automate portions of the Federal records. It would streamline day-to-day operations, provide faster case processing, and allow quicker response to the public's requests for information. The initial investment in computerization is anticipated to yield significant long-term cost savings and improved service in comparison to the current way of doing business. If ALMRS is not implemented, BLM will undertake a major restoration and preservation project to protect these priceless records.

During Fiscal Year 1985, ALMRS work centered on life cycle management analysis. In 1986 BLM will continue the first stage of project analysis and identify the most appropriate design and implementation method for the ALMRS project. If the project is approved, by the early 1990's the project should complete its mission as stated in the ALMRS concept document: "To develop and implement an efficient system for the recording, maintaining, and retrieving land description, ownership, and use information in support of Federal programs and public users of such records."

Riparian Area Management

Did you know . . . riparian areas constitute less than one percent of the 177 million acres of public lands in the Western States, yet are among the most productive and important ecosystems present.

Riparian areas—the green zones that separate aquatic from terrestrial ecosystems—affect essentially all other resource uses and values on the public lands. Healthy riparian systems filter and purify water as it moves through the zone, reduce sediment loads and enhance soil stability, moderate climatic extremes in adjacent

areas, contribute to aquifer recharge, enhance the stability and amount of base water flow, and provide a diversity of plant species and habitat for animals.

During Fiscal Year 1985, BLM published a draft riparian area management policy that outlines the agency's philosophy of and commitment to managing these areas. It provided a definition for riparian areas that would apply to different geographic areas, communicated BLM's long-term commitment to the management of riparian areas as unique public land resources, recognized the function of soil, water, and vegetation as key components of riparian areas, and outlined the benefits from proper management of these areas. BLM is reviewing the public comments received on this draft.

Hazardous Materials Management

Did you know . . . every year our Nation produces more than one ton of hazardous waste for every man, woman, or child in America.

Hazardous materials management is a program that touches most other BLM programs, including lands; minerals; forestry; range; soil, water, and air; as well as engineering and resource protection. The goals of the program include:

- protection of the health and safety of the public, Federal land users, neighbors, and BLM employees, as well as protection of the environment and natural resources;
- compliance with applicable Federal and State laws, regulations, orders, etc., within the context of BLM's statutory mission as a Federal natural resource manager; and
- cleaning up past problems, controlling current problems, and minimizing future problems of hazardous materials on public lands in a cost-effective manner.

During Fiscal Year 1985, program activities for hazardous materials management were initiated in all BLM State Offices. Field officials responded to and controlled nearly 50 emergency conditions on the public lands.

Other significant accomplishments include contracting for 17 preliminary site assessments and 4 site investigations on the public land sites with the highest potential for hazardous waste contamination; improving inventory procedures; reducing Federal liability for private, State, and local waste activities; and initiating action to get more than 30 public land users to assess and control hazardous waste contamination that occurred during their use/tenure on the Federal lands. These actions represent some of BLM's investment in future hazardous materials site cleanup on public lands, based on developing priorities.

Increased public, employee, and management awareness of the hazardous materials management problem and the risks and costs involved; improved waste control procedures; expanded personnel training; and development of legal compliance capabilities to meet the newly amended laws represent BLM's investment in future program effectiveness.

Liability control policies instituted by several BLM programs (especially Lands and Rights-of-Way), hazardous waste inventory, and a videotape on employee safety in field contacts with hazardous wastes represent several of the Bureau's investments in future Federal cost control. BLM is working with the Environmental Protection Agency to further control costs on Federal lands.

BLM/Forest Service Interchange

In January 1985, BLM and the Department of Agriculture's Forest Service (FS) began working on a proposal to Congress to transfer approximately 35 million acres of Federally managed lands and related program responsibilities between BLM and FS. The joint analysis conducted on this proposal included land acreage, numbers of personnel, office locations, and related program responsibilities.

In June, the Agencies released for public review draft documents summarizing the Interchange proposal on

national and State levels and the legislative concepts to be included in the proposal to Congress. Approximately 2,350 respondents commented on various aspects of the proposal.

The Agencies are now considering these public comments as they develop a legislative proposal to be forwarded to Congress and analyze possible impacts of the Interchange in a legislative environmental impact statement.

B. Energy and Mineral Programs

Oil and Gas Management

Did you know . . . there may be more crude oil and natural gas yet to be found in the United States than has been produced since oil was first discovered 120 years ago.

This exploratory oil well in Wyoming has no road access to the outside world — all equipment, supplies, and waste materials are brought in and taken out by helicopter

Oil and Gas Leasing

The Mineral Leasing Act of 1920, as amended, and the Mineral Leasing Act for Acquired Lands of 1947, as amended, give BLM responsibility for oil and gas leasing on about 600 million acres of public lands and national forests, and private lands where mineral rights have been retained by the Federal Government. Both competitive and noncompetitive oil and gas leasing are covered in the Act.

During Fiscal Year 1985, approximately 9,700 leases covering about 13.9 million acres of Federal land were issued, including 1,200 leases covering 447,000 acres issued by competitive bidding, 2,000 leases covering 3.2 million acres by over-the-counter leasing, and 6,500 leases covering 10.3 million acres issued under the simultaneous oil and gas leasing system.

At the end of Fiscal Year 1985, approximately 117,000 leases covering 126 million acres were in effect. Even though 2,000 more leases were issued in 1985 than in 1984, the number of lease terminations and relinquishments outstripped this increase so that by the end of Fiscal Year 1985, there were approximately 5.4 million fewer acres under lease than at the beginning of the year.

Based on a market analysis prepared by BLM and the low level of interest expressed by industry for leasing lands in the National Petroleum Reserve, Alaska (NPR-A), no competitive lease sale was held for the NPR-A in 1985.

In order to prevent lands in Alaska from being leased in parcels so small as to frustrate attempts at development of their oil and gas potential, the minimum size parcel that could be applied for under noncompetitive lease in the Non-North Slope portion of Alaska was increased to 2,560 acres or four entire contiguous sections, whichever is larger. This final rulemaking was published January 15, 1984, and became effective on February 14, 1985.

During Fiscal Year 1986, as in 1985, BLM will work toward eliminating any backlog of pending lease actions, particularly lease assignments. Emphasis will be placed on processing of lease assignments on which development activity exists.

Oil and Gas Operations

On March 22, 1985, BLM announced a partial suspension of its regulations relating to the inspection of operations and the enforcement of applicable requirements on onshore Federal and Indian oil and gas leases, and invited public comments on needed revision to these regulations. This action was taken in response to comments received at public meetings held to review the final regulations, issued effective October 22, 1984, to implement the Federal Oil and Gas Royalty Management Act of 1982 (FOGRMA).

The objective was to identify any refinements that should be made in the regulations so that prudent companies can operate in a business-like manner while providing BLM officials with the necessary discretion and enforcement authority to assure that operations conform with the intent of the various mineral leasing acts and FOGRMA. A FOGRMA Task Force was established for this purpose.

In a related matter, the Assistant Secretary for Land and Minerals Management endorsed the Task Force's recommendation that the necessary guidance and standards, against which inspections will be made and enforcement actions taken, are to be provided in Onshore Oil and Gas Orders. As with the proposed revisions to 43 CFR 3160, this effort also will provide ample opportunity for public participation. The highest priority Orders to be developed and issued are those for Site Security, Oil Measurement, and Drilling Operations.

A major provision of FOGRMA mandates establishing and maintaining training for oil and gas inspectors. Accordingly, a curriculum was developed offering two courses in oil and gas production and drilling operations. The first formal production training under the new curriculum was given in Bakersfield, California, with field instruction in the local oil fields.

Section 205 of FOGRMA authorizes the Secretary to delegate all or part of his authorities and responsibilities for inspection and enforcement activities on oil and gas operations upon written request of any State. Representatives from 20 States were invited to attend a meeting to determine their interest and discuss proposed regulations. The 10 States attending the meeting were invited to participate in developing performance standards to monitor the execution of States inspecting under delegation of authority. Additional meetings will be held during Fiscal Year 1986.

Cooperative agreements with States or Indian tribes to conduct oil and gas inspection and enforcement activities are authorized by Section 202 of FOGRMA. Several Indian tribes have expressed interest and requested training for their inspectors.

As of January 1, 1985, a total of 138,522 oil and gas leases were supervised by BLM on Federal and Indian lands, of which 21,152 were producible. Approximately 21 percent of the producible leases and 12 percent of the total leases are on Indian lands.

During Fiscal Year 1985, more than 2,200 operators were engaged actively in producing oil and gas from onshore Federal and Indian leases located in 26 States. A total of 4,100 applications for permit to drill new wells were processed. Current statistics indicate that 1,924 new wells were commenced on Federal and Indian lands, and that 1,500 were sucessfully completed for production.

During Fiscal Year 1985, onshore oil and gas leases generated almost $1.1 billion in bonus, rent, and royalty payments to the Government, 50 percent (or, in the case of Alaska, 90 percent) of which is returned to the States where the production occurs. Another Interior agency, the Minerals Management Service, collects and distributes these receipts.

As of June 30, 1985, there were approximately 23,400 oil completions and 18,100 gas completions on Federal lands, and about 5,200 oil completions and 3,400 gas completions on Indian lands for a grand total of approximately 50,100 producible completions. In addition, BLM also is responsible for 7,600 service (injection/disposal) wells on Federal and Indian leases.

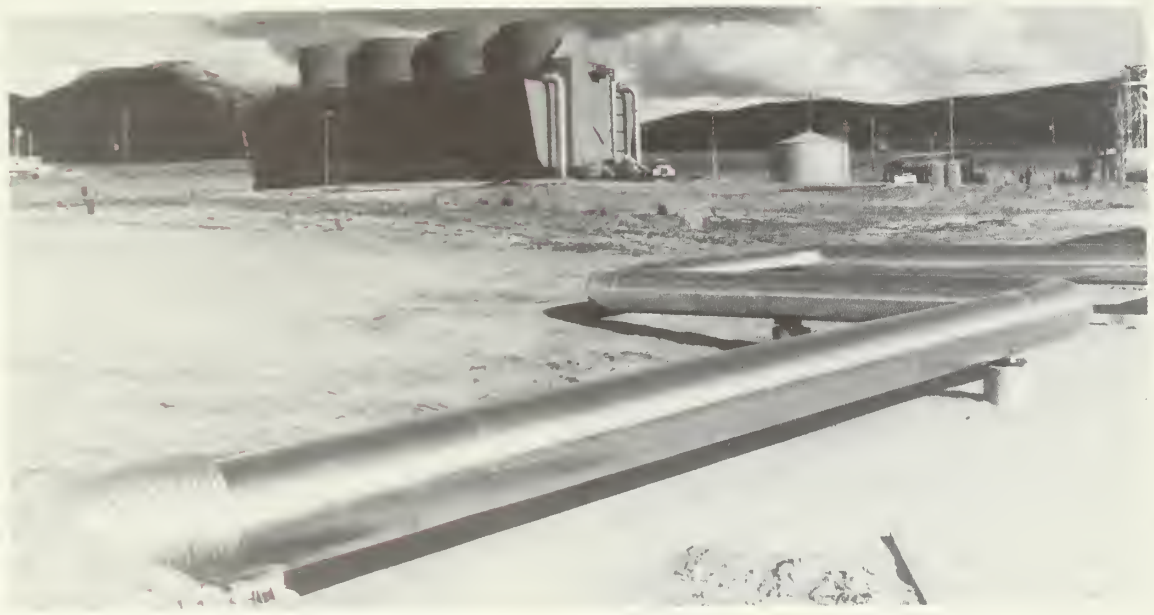


Photo by Jerry Sintz, BLM Utah State Office

Flow lines and cooling towers at a geothermal unit in southwest Utah

Geothermal Management

Did you know . . . electricity currently produced from geothermal resources on Federal lands could supply San Francisco with enough energy to meet all of its residential needs.

The Geothermal Steam Act of 1970 provides BLM authority to issue leases of public, withdrawn, and acquired lands administered by the Departments of the Interior and Agriculture. During Fiscal Year 1985, the number of Federal geothermal leases in production jumped from 12 at the beginning of the year to 26 by the end of the year.

A total of 32 leases covering 57,000 acres were leased competitively and 54 leases covering 89,000 acres were issued noncompetitively. At the end of Fiscal Year 1985, 1,262 geothermal leases covering 2.1 million acres were in effect, of which 26 were in production and an additional 39 were capable of production but pending construction of power plants.

A rulemaking published in September 1985 and effective on December 26, 1985, increased the amount of acreage that could be held under geothermal lease from 20,480 acres to 51,200 acres per State. The old limitation was widely accepted as being a major barrier to faster development of geothermal resources.

Coal Management

Did you know . . . 570.9 million tons of coal have been produced under Federal coal leases during the past 5 years, resulting in $320.4 million in royalty payments to Federal and State governments.

Coal Leasing

The United States owns 60 percent of coal reserves in the West. Most of these Federal coal reserves are concentrated in five western Federal coal production regions located in Colorado, Montana, New Mexico, North Dakota, Utah, and Wyoming.

At the end of Fiscal Year 1985, 618 outstanding Federal coal leases covered 918,861 acres of Federal lands and contained an estimated 17.9 billion tons of recoverable coal reserves. Of these leases, 150 were active in Fiscal Year 1985.

In addition to the Federal coal leases, 7 inactive prospecting permits, 6 mining licenses, 51 exploration licenses, 1 use permit, and 126 applications were administered by BLM.

Leasing of Federal coal, with a few exceptions, was suspended by the Secretary of the Interior in early 1984 pending a detailed and comprehensive review of the Federal coal leasing program. A draft supplement to the 1979 Coal Programmatic Environmental Impact Statement (EIS) was released for public comment in February 1985.

Photo by Bob Anderson, BLM California State Office

A truckload of coal leaves the Blackthunder mine in northeast Wyoming

This document assessed the potential effects of four Federal coal leasing alternatives. The preferred action included would continue the 1979 program, as modified by rule changes in 1982 and by rule, policy, and procedural changes in response to the report from the Commission on Fair Market Value Policy for Federal Coal Leasing and the Office of Technology Assessment report on Environmental Protection in the Federal Coal Leasing Program. The final EIS supplement was issued in October 1985, and a decision to continue the 1979 program as modified or to select some other alternative is expected in late 1985.

Coal leasing actions not affected by the Secretary's coal leasing moratorium of early 1984 include emergency lease sales, the processing of pending preference right lease applications (PRLA), processing coal exploration license applications, action on coal exchanges, and the management of existing leases.

Nine emergency lease sales were held covering 2,876 acres and containing 10.2 million tons of recoverable reserves. Six new leases containing 1,473 acres and 6.2 million tons of recoverable reserves were issued during Fiscal Year 1985. No preference right lease applications were processed to completion, although work continued on three EIS's covering 12 PRLA's in Colorado. Fifteen PRLA's were relinquished by the applicants during Fiscal Year 1985.

Departmental officials also continued discussions with several environmental organizations concerning PRLA policies and procedures for determining commercial quantities and compliance with the National Environmental Policy Act. Interior officials remain optimistic that these discussions will result in an agreement which will permit the resumption of processing for the 121 pending PRLA's.

Coal Operations

In Fiscal Year 1985, BLM administered 618 producing Federal coal leases. Coal production from Federal lands has increased from 7.4 million tons in 1970 to 162.2 million tons in 1985, which is about 18.9 percent of total United States production. Federal royalties collected by the Department and verified by BLM, totaled $104.6 million during Fiscal Year 1985.

During the year, BLM developed final nationwide guidelines for implementation of Section 2(a)(2(A)) of the Mineral Leasing Act (lessee qualification provisions) and for logical mining units (43 CFR 3487). Guidelines as such were developed for coal lease readjustments.

Also in Fiscal Year 1985, BLM established the Solid Leasable Minerals System (SLMS) by merging the Automated Federal and Indian Leasable Minerals System and the Automated Coal Lease Data System. All producing and nonproducing leases are continually monitored with the lease data and statistics in SLMS to ensure timely readjustments of the lease terms.

In Fiscal Year 1986, a significant increase is expected in the number of Federal coal leases subject to certain Federal Coal Leasing Amendment Act of 1976 provisions (43 CFR 3480) because many leases issued prior to August 1976 will come due for readjustment. During Fiscal Year 1986, 47 Federal coal leases will be readjusted, bringing the total number of leases subject to FCLAA to 385 leases by the end of Fiscal Year 1986. As readjustments occur on the anniversary dates of the remaining 234 leases not yet subject to readjustment, the operations workload will continue to increase in order to ensure statutory and regulatory compliance, even if few new leases are issued.

Oil Shale Management

Did you know . . . approximately 731 billion barrels of oil (enough to satisfy America's needs for about 125 years) could be recovered in commercial quantities from the Green River oil shale formation with existing technologies. However, at the present time the cost of extracting the oil exceeds its value.

BLM has the Federal management responsibility for 80 percent of the oil shale resource that is concentrated in the Green River formation in northwestern Colorado, northeastern Utah, and southwestern Wyoming. The reserves in this 25,000-square mile formation are estimated to contain nearly 2 trillion barrels of oil shale.

At the end of Fiscal Year 1985, the future of the U.S. Synthetic Fuels Corporation (SFC) was uncertain. If the Corporation were abolished, the absence of possible loan or price guarantees might dampen the prospects for any acceleration in private oil shale development to the commercial scale. One of the Federal prototype leases (C-b in Colorado) was issued a tentative letter of intent for loan and price guarantees from the SFC in September 1985. If that letter of intent were withdrawn, it is doubtful that C-b would develop their lease to the extent that was originally planned.

Development activities have come to a virtual standstill on the existing four prototype tracts. Tract C-a is under formal suspension because of a pending off-site lease application. Although C-b had been under preliminary development, operations for the past 2 years have been at a virtual standstill because of processing problems with the hot shale.

Unitized tracts U-a and U-b have performed minimal development activities to date because of a dispute between the State of Utah and the Ute Indians over jurisdiction of the leased lands. Because the first 10-year anniversary of their lease (which will require the first installment payment of minimum royalties) is in April 1986, it is expected that U-a and U-b will apply for a formal suspension sometime in 1986.

In support of the proposed permanent oil shale program, BLM prepared EIS's and resource management plans for the Piceance Basin in Colorado and the Bookcliffs Resource Area in Utah. Published in 1985, these planning documents are designed to assist BLM in identifying multiple uses of the Federal resources within the planning boundaries of these two geographical areas. Among the identified multiple uses were priority management areas for oil shale development.

BLM is not anticipating any new oil shale program efforts in the foreseeable future. Monitoring of existing tract activities and inspection and enforcement visits will continue to be performed by the Bureau to ensure that the terms of their leases are being met and that all applicable State and local laws are being observed.

Tar Sand Management

Did you know . . . about 70 percent of the Nation's tar sand deposits are estimated to be in Utah, principally on Federal lands. Current estimates are that 2 billion barrels are deemed recoverable with today's technology.

Under the provisions of the Combined Hydrocarbon Leasing Act of 1981, holders of preexisting oil and gas leases and valid mining claims in Special Tar Sand Areas (STSA) had a limited opportunity (ending November 16, 1983) to obtain the tar sand rights thereunder noncompetitively by applying to convert their existing oil and gas leases/valid mining claims to combined hydrocarbon leases. The Act also provides for a competitive leasing program.

An oil shale formation near Rifle, Colorado.

Photo by Bob Anderson, BLM California State Office

The Act requires that all application conversions demonstrate "reasonable protection of the environment." In continued support of this requirement, one final EIS (P.R. Springs Special Tar Sand Area) was completed and a final decision is expected to be issued during the first quarter of Fiscal Year 1986. Also, four environmental assessments (Raven Ridge-Rim Rock, San Rafael Swell, Asphalt Ridge-White Rocks, and Sunnyside STSA's) were completed.

Fourteen oil and gas leases have been converted to 8 combined hydrocarbon leases. These leases, located in the Sunnyside, Raven Ridge-Rim Rock, and Asphalt Ridge-White Rocks STSA's, cover 13,232 acres.

Regulations covering Paying Quantities and Diligent Development of Combined Hydrocarbon Leases were developed during Fiscal Year 1985. Final rulemaking governing these two major phases of the conversion program and competitive program are to be issued during Fiscal Year 1986.

Nonenergy Mineral Management

Did you know . . . more lead is produced from Federal leases in Missouri than anywhere else in the country . . . and 85 percent of all potash production in the United States occurs on Federal leases in the Carlsbad, New Mexico, area.

The majority of nonenergy mineral leases include phosphate, sodium, potassium, lead, zinc, gold, silver, sand and gravel, and uranium. A few leases for other minerals including iron ore, molybdenum, barite, quartz, copper, feldspar, fluorspar, and wavellite, among others, also exist. Table A summarizes the significant nonenergy mineral leases. During Fiscal Year 1985, 10 leases were issued, 96 producing nonenergy mineral leases were monitored, and 29 prospecting permits were issued.

A lengthy effort to totally revise the 43 CFR 3500 regulations has been completed and the rulemaking is scheduled to become effective in January 1986. The new mineral-specific format provides a logical order of regulations with understandable language describing the special provisions peculiar to each mineral as dictated by law. This will facilitate understanding by the interested public and mining industry as well as those entrusted with managing and regulating the development of the Nation's mineral resources on Federal lands. In addition, the regulations include provisions for mining claimant preference right leasing and other mineral leasing within the White Mountains National Recreation Area in Alaska.

BLM's new Solid Leasable Minerals System (see reference under Coal Operations) provides lease data and statistics for monitoring producing and nonproducing leases to ensure compliance with regulations and lease-term requirements as well as timely readjustments of the lease terms.

Table A. Nonenergy Mineral Leases Administered by BLM as of September 30, 1985

Mineral	Leases Issued	Producing Mines	Prospecting Permits
Phosphate	0	20	0
Sodium	6	18	5
Potassium	4	45	6
Lead/Zinc	0	13	10
Gold	0	0	8
Silver	0	0	0
Uranium	0	0	0
Totals	10	96	29

A sand and gravel operation near Montrose, Colorado
Photo by Bob Anderson, BLM California State Office

Mineral Materials Management

Did you know . . . more than 10 million cubic feet of sand and gravel were produced from public lands during Fiscal Year 1984.

Pursuant to the Act of July 31, 1947, as amended (30 U.S.C. 601 et seq.), and the rules found in 43 CFR Group 3600, BLM disposes of mineral materials such as sand, stone, gravel, pumicite, cinders, and petrified wood from the public lands. Mineral materials are disposed of either by sale to the general public or by free use permit to qualified governmental and nonprofit entities.

In Fiscal Year 1985, BLM issued approximately 1,225 sales and free use permits, representing materials valued at approximately $13 million. These materials play an important role in roadbuilding and energy and industrial development in the Western States. During Fiscal Year 1986, BLM will continue to meet the public demand for mineral materials by placing the issuances of the sales and permits as a top program priority.

Mining Law Administration

Did you know . . . since the passage of the Mining Law of 1872, approximately 3 million acres of public land have been patented under its provisions. In comparison, homesteading of agricultural lands has resulted in patenting approximately 271 million acres since 1862.

Timely processing of mineral patent applications remained a BLM priority during Fiscal Year 1985. As a result, 4,261 acres of mineral land passed into private ownership as patented lode or placer mining claims. Nine hundred eighty acres of nonmineral land were patented under the millsite provisions of the mining laws for use reasonably incident to mining and milling operations. Valuable deposits of precious metals, base metals, mica, vermiculite, bentonite, tar sands, turquoise, quartz for metallurgical flux, and uncommon varieties of building stone were discovered by mining claimants and verified by BLM prior to patent issuance.

Since the recordation of all mining claims with BLM was mandated by FLPMA, approximately 2.03 million mining claims or sites have been recorded, of which about 1.2 million are still being held by the performance (and filing) of assessment work or through a notice of intention to hold. During Fiscal Year 1985, 94,603 mining claims were recorded initially, a decrease from the previous year indicative of the continuing slump in the locatable minerals industry. In April 1985, the Supreme Court ruled that the conclusive presumption of abandonment imposed for failure to file in a timely manner the documents required under FLPMA was not an unconstitutional exercise of congressional authority.

Surface management regulations in effect on the public lands prompted the filing of approximately 398 plans of operation and 2,107 notices in Fiscal Year 1985. Reviews of the activities proposed by mining claimants ensured that no unnecessary or undue degradation would result. Field checks by BLM personnel monitored compliance with approved operations.

C. Land Programs

Lands

Did you know . . . the total public land acres patented (70,362,925) for stockraising homesteads since 1917 exceeds the acreage of Connecticut, Vermont, Rhode Island, Maine, New Hampshire, Massachusetts, New Jersey, Maryland, and West Virginia combined.

During Fiscal Year 1985, BLM's Lands program focused on:

- responding to State and local government requests for acquisition or use of public land for community expansion and recreation or public-purpose activities;
- modifying land exchange processing to eliminate unnecessary requirements and streamline procedures;
- accelerating programs of State and private land exchanges to foster improved management of both public and non-Federal land;
- transferring Federal land to States to satisfy indemnity (in-lieu) land entitlements that remained outstanding;
- producing regulations to clarify and simplify land sale procedures; and
- accelerating the processing of desert land entry applications to reduce the backlogs.

The Recreation and Public Purposes (R&PP) Act authorizes the Federal Government to lease or sell public land at less than full fair market value to State and local governments and nonprofit groups for recreation and public purpose needs. In Fiscal Year 1985, BLM processed 270 R&PP applications involving 36,357 acres of public land. Applications continue to be filed at a rate of approximately 90 per year.

Land exchanges, i.e., trading public land for State and private land, provide opportunities to simplify ownership patterns, improve respective management programs, and meet both public and private needs. The amount of acreage conveyed through exchanges has climbed steadily from almost 70,600 acres in 1981 to 439,000 in 1984. In 1985, 64 exchanges conveyed 341,204 acres of public land to State and private interests in return for 462,538 acres of their land.

As Western States were admitted to the Union, they were granted Federal land for the support of common schools. In many cases, however, land due the States had been preempted by settlement, mining claims, and Federal programs. Accordingly, Congress authorized the States to make indemnity (or in-lieu) selections for the land "lost." Conveyance of such in-lieu land to the Western States has been accelerated rapidly. Between 1977 and 1980, only 3,859 acres were transferred; from 1981 through 1984, a total of 354,886 acres were transferred. With much of the work now accomplished, 1985 transfers totaled 4,792 acres. Only about 165,000 acres of the original entitlement remain unassigned. BLM will process the balance as the States present their applications.

Processing of Desert Land Act applications constituted a major workload in the States of Idaho and Nevada during Fiscal Year 1985. BLM processed more than 447 applications during the year, reducing to 1,183 a backlog that once involved more than 6,000 cases.

BLM continued to make selected public land available for sale to allow for community expansion and other purposes. Most of the land sold consisted of small, isolated parcels. Tracts are carefully selected through BLM's land use planning process to ensure that sale is appropriate. During Fiscal Year 1985, 15,710 acres of public land were sold for a total of more than $15.5 million. Of this total, 583 acres were sold under the provisions of the Burton-Santini Act for $7.7 million.

Withdrawal Review

During Fiscal Year 1985, the Secretary approved 13 public land orders opening 6,359 acres to surface entry, of which 4,786 acres were opened to mining. Ten withdrawals encompassing 327,131 acres were completed for such varied uses as wildlife refuges, recreation sites, historic sites, national forest lands, communication sites, archaeological sites, and dam construction and maintenance areas.

In addition, the Secretary signed five public land orders continuing the withdrawals on 33,000 acres of land withdrawn for stock driveway purposes.

Acquisitions

BLM has the authority to acquire lands, easements, and other rights needed for public land management under FLPMA and land valuable for recreation under the Land and Water Conservation Fund (LWCF).

During Fiscal Year 1985, BLM acquired a total of 184 easements. Of these, 73 were for the purpose of providing access to public lands for multiple uses, and the remainder provided rights for such specific projects as livestock watering facilities, fences, and communication sites. Most tracts were obtained at the appraised price, with only 16 tracts requiring a purchase offer above the appraised value. One condemnation action was initiated during the year.

In addition, six tracts totaling 1,387 acres were purchased with LWCF funds.

Alaska Lands

Did you know . . . the National Petroleum Reserve-Alaska is important not only for oil and gas development but for providing habitat for 20 percent of the world's black brant (a small goose) population, large numbers of caribou, and the largest concentration of peregrine falcons in the Nation.

In 1958, BLM administered nearly 300 million acres in Alaska—an area larger than the States of California and Texas combined. In the 28 years since, land has been transferred to the State, Natives, and other Federal agencies so that today approximately 95 million acres remain in the public domain. When the title transfer program is completed, BLM will manage approximately 64 million acres throughout Alaska. Responsibility for some functions, such as firefighting, remains with the Bureau on approximately 150 million acres.

As provided by the Alaska National Interest Lands Conservation Act (ANILCA), the State can select lands until January 4, 1994. During Fiscal Year 1985, BLM conveyed more than 5 million acres to the State, bringing the total conveyed to 84 million acres or about 80 percent of Alaska's entitlement. This includes patent to 26 million acres and tentative approval for patent to an additional 58 million acres.

During the year, BLM also conveyed more than 1 million acres to Alaska Native corporations under the Alaska Native Claims Settlement Act of 1971. As of September 30, 1985, interim conveyances and patents have been issued for 34.5 million acres (80 percent of their entitlement).

To date, approximately 8,260 Native allotment parcels remain pending further action under the 1906 Native Allotment Act. Also on file and awaiting completion are 709 settlement claims and other applications for title transfer of other small parcels. During Fiscal Year 1985, BLM took action on 722 Native allotment parcels and closed 75 settlement cases. Adjudication of these settlement claims and other applications still must be completed. All approved parcels will require boundary staking, survey, and preparation and approval of the survey plat before the patent can be prepared and issued.

During the year, BLM also completed the transfer of the Alaska Railroad to the State of Alaska, as directed by the 1983 Alaska Railroad Transfer Act.

Land settlement areas opened in the 1980's for home,

161-294 0 - 86 - 2

headquarters, and trade and manufacturing sites are drawing national interest. In addition, some lands previously closed to mineral leasing and mining have been opened for mineral entry under the general mining law and the 1920 mineral leasing act. Alaska settlement laws will expire in October 1986.

A greater emphasis is being placed by the State of Alaska and Native corporations on receiving patent to lands being conveyed. A patent plan process now is being implemented to provide for increased patenting of land to these entities. The process involves the completion of survey of all inholdings such as Native allotments, mining claims, and Alaska Settlement Claims within a geographic area so that land patents can be issued.

Exchanges of lands were successfully concluded with the fiscal year with the State of Alaska, Native Corporations, and other Federal agencies.

Management direction for BLM's Steese National Conservation Area and White Mountains National Recreation Area is being established through the development of resource management plans.

Rights-of-Way

Did you know . . . prior to the passage of FLPMA, more than 30 different laws affected various types of rights-of-way applications. Since the passage of FLPMA, this number has been reduced to only two authorities.

These power lines, owned by the San Diego Gas and Electric Company, cross BLM lands near El Centro, California, under a right-of-way permit

Through the granting of rights-of-way, individuals and other legal entities such as local and State governments can obtain access or other rights to the use of public lands. Communication facilities, ditches, canals, power lines, pipelines, railroads, trams, and any other necessary transportation or other systems or facilities may be located on public land rights-of-way.

During Fiscal Year 1985, BLM authorized four major pipelines and two major transmission lines. In addition, 3,874 smaller rights-of-way, consisting of 2,703 FLPMA-authorized rights-of-way and 1,171 Mineral Leasing Act-authorized rights-of-way, were granted.

Cost recovery regulations for rights-of-way filed under the 1920 Mineral Leasing Act became final in February 1985. Draft regulations for cost recovery for rights-of-way filed under FLPMA have been extensively reviewed during 1985 to make them fit the reasonableness criteria mandated by Section 304(b) of FLPMA and directed by the 10th Circuit Court of Appeals.

A study involving an evaluation of right-of-way rental charges was completed this year in cooperation with the Forest Service. A proposed rental valuation system was published in the *Federal Register* in January 1985. Approximately 50 comments were received and evaluated, and are being considered in drafting the proposed rulemaking during Fiscal Year 1986.

Recreation Management

Did you know . . . in Fiscal Year 1985, more than 51 million recreation visits (245 million visitor hours) were made to the public lands managed by BLM.

The effort to develop close working relationships with State and local agencies and private individuals and groups through the implementation of cooperative management agreements (CMA's) continued during Fiscal Year 1985. Twenty-two new CMA's were signed, giving the recreation program a total of 41 agreements.

BLM and the National Pony Express Association (NPEA) signed a CMA stating that the NPEA will assist in patrol, cleanup, and identification and marking of trail segments. An agreement also was signed between BLM's Las Vegas District and the Friends of Red Rock Canyon (FORRC). The organization is a community volunteer group that has been very active in operating the visitor center and interpretive programs, contributing time and collecting donations for the Red Rock Canyon Recreation Lands near Las Vegas, Nevada.

Approximately one-fifth of BLM's volunteer services are in the recreation program. Volunteers contributed more than 100,000 hours of time with a value exceeding $770,000. Much of this time was devoted to recreation facility construction and maintenance, and as campground hosts.

Photo by Joe Ross, BLM Las Vegas District Office

Volunteers man the visitor center at BLM's Red Rock Canyon Recreation Lands near Las Vegas, Nevada, and provide interpretive programs about the area

Running the rapids of the Gunnison River in Colorado

Photo by Jon Wesley Sering, BLM Montrose District Office

The Owyhee Wild and Scenic River was designated in October 1984 and the management plan for the river was completed during Fiscal Year 1985. Resource management plans for the Steese National Conservation Area and the White Mountains National Recreation Area also were completed, and efforts were initiated to implement the Idaho Birds of Prey Natural Area management plan.

There are now four National Historic Trails, two National Scenic Trails, and 14 National Recreation Trails comprising approximately 1,600 miles of trail on public lands; one National Recreation Area; three National Conservation Areas; one National Scenic Area; 34 Outstanding Natural Areas; 15 Wild and Scenic Rivers, approximately 1,500 miles of which are on public lands; 375 developed recreation sites on approximately 18,800 acres; and 1,098 undeveloped recreation sites that are designated and managed for the public benefit by BLM.

A concerted effort was made in Fiscal Year 1985 to implement the new special recreation permit policy and bring all commercial users of the public lands under permit. More than 7,000 special recreation permits were issued during the year, and fees collected for these permits exceeded $840,000.

BLM was a cosponsor and participant in the National River Recreation Symposium held in Baton Rouge, Louisiana during 1985. The agency also became a member of the National Forest Recreation Association's Long Range Planning Committee and of the National Recreation and Park Association.

Natural History Resource Management

Did you know . . . specimens from the BLM-managed Cleveland Lloyd Dinosaur Quarry in Utah are on display or used for research in 17 museums worldwide. The 10,000 boxes of professionally collected animals have produced more public exhibits than those from any other dinosaur quarry in the world.

Through its Natural History Resource Management program, BLM identifies natural areas on public lands having significant scientific and educational values; develops and implements site-specific measures to protect these areas; and facilitates use of these areas by researchers, educators, and other interested publics. Efforts are coordinated with other Federal agencies, State and local governments, and private institutions to identify types of natural areas needed for a balanced national system.

During Fiscal year 1985, 20 areas comprising more than 398,000 acres in California, Colorado, New Mexico, Oregon, and Utah were designated as Areas of Critical Environmental Concern. These designations are made to protect and manage important historic, cultural, or scenic values; fish and wildlife resources or other natural systems or processes; or to identify natural hazards.

In California, Colorado, Idaho, and New Mexico, seven Research Natural Areas containing 17,062 acres were added, bringing the number of BLM areas in the system to 65. These areas are designated to maintain natural diversity and facilitate scientific research.

In addition, three Outstanding Natural Areas totaling 5,575 acres in Colorado, Oregon, and Utah were designated.

BLM's Paleontological Resources Management program provides for both scientific research and public educational/recreational use of fossils on public lands. Several sites are of such national and international significance that they have been designated as National Natural landmarks. Many others receive lesser but regular management protection efforts. In Fiscal Year 1985, BLM entered into a joint study with the National Academy of Sciences and other agencies in order to study and develop more effective ways of managing these resources.

As a result of a Secretarial Order issued in September 1984, BLM was delegated the authority to issue and administer paleontological collecting permits on the public lands. During Fiscal Year 1985, BLM issued 56 such permits for scientific research purposes.

Cultural Resource Management

Did you know . . . public lands contain the physical evidence of an estimated 20,000 years of human history. Information collected from thousands of cultural resource sites documents the interrelationship of past settlement patterns, climatic and vegetative conditions, and other environmental factors. This data offers a unique perspective on the long-term use of these lands.

The cultural resource program's primary objectives rest with identifying these resources, evaluating their relative importance, and determining whether or not management actions are appropriate for preserving unique qualities. At present, approximately 325 BLM cultural properties are listed in the National Register of Historic Places.

During Fiscal Year 1985, extensive protection work covered more than 35,000 archaeological and historic sites managed by BLM. This work included broad-scale patrol and surveillance activities designed to monitor site conditions and deter vandalism, stabilizing eroding prehistoric structures, and erecting signs and fences for interpretive and protective reasons.

It is estimated that more than half of all Federally initiated cultural resource studies are being completed on BLM-administered lands. BLM issues more than 400 permits each year to institutions and universities seeking to complete cultural resource surveys and mitigation work required by law and planning commitments. Permit-related work is authorized under the Archaeological Resources Protection Act, the Antiquities Act, and the Federal Land Policy and Management Act. BLM's permit system is decentralized in nature, allowing each State Director to be responsible locally for the review, approval, and monitoring of archaeological, historic, and paleontological work.

Pictographs on BLM lands in Utah

During Fiscal Year 1985, BLM continued work from the previous fiscal year on a technical volume addressing the nature and utility of archaeological predictive models. The final volume, currently scheduled for release in early 1986, is intended to be useful as both a management tool and a state-of-the-art research document.

Wilderness Review

Did you know . . . BLM has 900 wilderness study areas, ranging in size from more than 300,000 acres down to a 3-acre island. All told, they include about 3 percent of the land area of the 11 Western States.

Preservation and management of wilderness became part of BLM's multiple use mandate with the passage of FLPMA. That Act requires BLM to review its lands for wilderness potential, conduct detailed studies on those lands having wilderness characteristics, and transmit recommendations through the Secretary of the Interior and the President to Congress as to which areas should be designated as wilderness.

BLM completed its wilderness inventory in the Western States in November 1980. There are now approximately 900 wilderness study areas (WSA) containing about 25 million acres. These figures show an increase over those in BLM's annual report for Fiscal Year 1984, reflecting changes resulting from a U.S. District Court decision in *Sierra Club* v. *Watt* and a settlement with the plaintiffs in that suit.

During Fiscal Year 1985, BLM reached the 80 percent mark in completing field studies of the WSA's. Most of the resulting recommendations will be grouped on a statewide basis in each Western State for action by the Secretary by October 21, 1991.

On April 26, 1985, President Reagan transmitted to Congress his recommendations on 30 "instant study areas"—areas that had been formally identified prior to

Photo by Jon Wesley Sering, BLM Montrose District Office

Dolores River Canyon Wilderness Study area in Colorado

July 1, 1975, as natural or primitive areas. The President asked Congress to designate four of these areas as wilderness (Great Rift in Idaho, Powderhorn in Colorado, Humbug Spires in Montana, and Scab Creek in Wyoming), and to release 26 areas that were found to lack wilderness characteristics.

BLM during Fiscal Year 1985 strengthened its management of wilderness study areas to protect their suitability for wilderness designation. Surveillance was increased, and rehabilitation efforts were undertaken to erase the impacts of unauthorized activities. A new procedure was adopted to allow an opportunity for public comment on proposed activities in WSA's.

Two BLM wilderness areas were designated by Congress during Fiscal Year 1985—Bisti and De-na-zin, both in New Mexico and totaling 27,840 acres. This brought the total acreage of BLM public lands in the National Wilderness Preservation System to 368,739 acres as of October 1, 1985.

BLM's first wilderness management plan was put into effect in November 1984 for the Bear Trap Canyon unit of the Lee Metcalf Wilderness in Montana. Management plans for five other designated wilderness areas were in preparation. Wilderness management regulations were issued and put into effect in March 1985. BLM also cosponsored the National Wilderness Research Conference held at Colorado State University in July 1985.

D. Renewable Resource Programs

Rangeland Resource Management

Did you know . . . approximately 4.4 million livestock visit public lands during an average year.

Range Management

Protection of the basic soil and vegetation resources are the foundation to sound rangeland management. Land use decisions involving livestock grazing on the public lands are considered in the context of multiple use, with the intent of maintaining and improving the lands for the present and future needs of the American people. The general goals of the rangeland management program are:

- to administer livestock grazing on the public rangelands to balance use and sustain resource productivity;
- to protect and improve the rangeland resources through sound land use planning, which includes making cost-effective investment and management decisions;
- to make decisions in consultation, cooperation, and coordination with lessees/permittees, affected landowners, interest groups, individuals, and other agencies; and
- to make sure that improvements in rangelands provide multiple-use benefits.

Preparation of site-specific grazing environmental impact statements (EIS) is a significant part of land use planning. The 119 EIS's completed, including 21 completed in FY 1985, address livestock grazing on 148 million acres of public lands in 10 Western States. After an EIS is completed, allotment management plans (AMP) are prepared to identify specific on-the-ground activities to meet the resource management objectives identified during land use planning. BLM prepared 250 AMP's during Fiscal Year 1985.

Range inventory data are a basis for land use planning, for identifying and supporting needed management actions, and for establishing a baseline for detecting changes in resource condition through monitoring studies. The Soil Conservation Service cooperates with BLM in conducting soil surveys on the public rangelands. In Fiscal Year 1985, about 6.1 million acres were surveyed and 5 million acres were inventoried using the ecological site method.

Rangeland monitoring includes the collection and analysis of data on climate, actual grazing use, utilization on key forage plants, and trend in condition. During the fiscal year, 4,900 allotments were monitored.

Range improvements continue to be an important part of the range management program. Accomplishments during Fiscal Year 1985 include development of 645

water facilities; construction of 514 miles of fencing; development of 87 management facilities; treatment of 64,534 acres of vegetation; and maintenance of 120 improvement projects.

BLM and the Forest Service continue to conduct the Experimental Stewardship Program (ESP) authorized by the Public Rangelands Improvement Act of 1978. The purpose of ESP is to explore ways to improve the public rangelands through increased cooperation among all rangeland users by providing incentives for or rewards to livestock operators whose grazing management results in improved resource conditions. The agencies will report to Congress on the results of ESP and recommendations on the role of ESP in rangeland management by the end of calendar year 1985.

During Fiscal Year 1985, BLM released a report on rangeland conditions. Based on the best available information, the report showed that 5 percent of the rangeland is in excellent condition, 31 percent is in good condition, 42 percent is in fair condition, and 18 percent is in poor condition. A general pattern of gradual improvement in range condition can be seen by comparing the 1984 information to reports dating back to 1975 and earlier (see Table B).

Table B. Comparative Percentages of Public Rangeland Condition, 1936—1984

Year	Percent by Condition Class			
	Excellent	Good	Fair	Poor or Bad
1936	1.5	14.3	47.9	36.3
1966	2.2	16.7	51.6	29.5
1975	2.0	15.0	50.0	33.0
1984	5.0	31.0	42.0	18.0

The improvement in range condition is attributed to (1) decreased livestock numbers since passage of the Taylor Grazing Act, (2) implementation of rangeland improvements, (3) better livestock management practices, and (4) cooperative management efforts between BLM, livestock operators, and other rangeland users and interests.

The Public Rangelands Improvement Act of 1978 established a grazing fee formula for a 7-year trial period and required the Secretaries of Agriculture and the Interior to submit to Congress by December 31, 1985, an evaluation of grazing fee options and a recommendation on a formula for the 1986 and subsequent grazing fee years.

In compliance with the law, BLM and the Forest Service undertook several studies of grazing fees. A major effort was an appraisal of the market rental value of grazing. Data from the appraisal were used in the 1985 Grazing Fee Review and Evaluation Draft Report.

The draft report was distributed for public comment in April, and more than 7,100 responses were received. BLM and the Forest Service have analyzed these comments and are compiling a final report due to Congress by the end of the calendar year.

An acid rain monitoring station located near the Red Rock Canyon Recreation Area in Nevada

Soil, Water, and Air Management

Protection and management of the soil, water, and air resources of the public lands are basic BLM responsibilities and are central to both the short- and long-term objectives of BLM programs. Identification or inventory of existing soil, water, and air resources provides the information needed for multiple-use planning and program management.

A total of 6.1 million acres of soils were inventoried during the year, bringing the total number of acres inventoried to 133.4 million. The goal is to complete a soil survey of all public lands by 1990.

BLM continues to approach the Fiscal Year 1988 goal for inventorying existing water sources and quantities. During Fiscal Year 1985, 5,188 sources were added to databases used for recording water right filings with the States. Filings were made by BLM to the States for those water sources needed to provide for management of the public lands.

BLM's air resource program continues to play a key monitoring role in the National Acid Precipitation Assessment by operating 15 acid rain monitoring stations at remote locations in nine Western States. These stations provide data essential for the development of acid precipitation maps used to determine trends and possible impacts of acidic deposition in the western United States.

The air resource program also is using more than 50 Remote Area Weather Stations to provide climate and weather information for use in a wide range of field activities.

Photo by Joe Ross, BLM Las Vegas District Office

Yarding a log in western Oregon

Forest Management

Did you know . . . every environment that man comes in contact with contains some form of wood products. Literally thousands—maybe tens of thousands—of products and values are obtained from trees.

Approximately 90 million acres of BLM-administered lands are forested. Most of this is in Alaska, with 26 million acres located within the Lower 48 States. While 21 million acres of this are woodlands, the remaining 5 million acres are capable of producing high quality commercial timber. Included within these commercial forest lands are 2.4 million acres in western Oregon that comprise the most productive Douglas fir forest in the world.

In western Oregon, 1.154 billion board feet of timber were offered during Fiscal Year 1985, and 1.008 billion board feet were harvested. It would take loaded logging trucks parked end to end from Washington, DC, to Portland, Oregon, to hold the volume of timber harvested. On public lands outside of western Oregon, BLM sold 92 million board feet of timber, and offered and sold enough firewood to heat 33,000 homes. In addition, 88,000 families had BLM Christmas trees in their homes.

The passage of the Federal Timber Contract Payment Modification Act gave Federal timber purchasers the option of selling back to the Federal Government high-priced timber contracts at a reduced rate. Contractors are returning approximately 1.3 billion board feet to BLM, which will reoffer the timber as soon as possible.

Trees were planted on about 19,500 acres in western Oregon and reforestation was completed on 1,500 acres in other areas. In addition, 40,000 acres in western Oregon and 2,200 acres elsewhere were managed using intensive forest management practices.

Wildlife Habitat Management

Did you know . . . about 85 percent of all desert bighorn sheep in the United States are found on land administered by BLM.

The Federal Land Management and Policy Act identified fish and wildlife habitat development and utilization as one of the six principal or major uses of the public lands.

BLM manages extensive and diverse habitat for hundreds of wildlife species, including nearly 100 Federally listed threatened and endangered plant and animal species. BLM ensures that wildlife needs are considered in all land-use planning and decisionmaking and works with State wildlife agencies to ensure conservation and rehabilitation of wildlife habitat under the Sikes Act and FLPMA authority.

During Fiscal Year 1985, BLM inventoried more than 6 million acres of wildlife and fish habitat, focusing on those public lands where critical issues or potential conflicts are the greatest. In addition, nearly 5 million acres of potential habitat for threatened and endangered species were inventoried. A total of 124 new habitat management plans or related activity plans were prepared or revised, and BLM participated in the development of 15 recovery plans for threatened and endangered species. Nearly 1,300 habitat development projects were completed and 1,900 habitat projects were maintained.

Photo by Joe Ross, BLM Las Vegas District Office

Desert collared lizards are plentiful on BLM lands in the southwest. These carnivorous lizards run on their hind legs like miniature dinosaurs

Wild Horse and Burro Management

Did you know . . . even though the ancestor of the modern horse evolved on the North American continent, the species disappeared from this area during the Ice Age and was only reintroduced by the explorers of the 15th and 16th centuries.

The public lands in 10 Western States provide habitat for 50,400 wild free-roaming horses and burros (see Table C). BLM's wild horse and burro program oversees the protection, management, and control of these animals, as provided for in the Wild Free-Roaming Horse and Burro Act (Public Law 92-195, as amended).

Under Federal protection, the number of wild horses and burros increased significantly, and the removal and disposition of excess animals became a major program concern. However, the basic objectives of the program remain essentially the same:

To preserve healthy herds of wild free-roaming horses and burros on public lands as symbols of America's historic and pioneer heritage;

To protect wild free-roaming horses and burros from illegal capture, branding, harassment, or death;

To manage wild free-roaming horses and burros as components of the public lands in a manner that maintains or improves the rangeland ecosystem;

To provide humane care and treatment for wild horses and burros removed from the public lands.

Fiscal Year 1985 was a year of intensified activity in the wild horse and burro program. Recognizing the problem of increasing numbers of wild horses in several Western States and the potential for damage to public land resources, Congress appropriated $16.7 million dollars for the program in Fiscal Year 1985 and directed BLM to remove 17,142 excess wild horses and burros. The addition of $11 million to the Administration's budget request was made to "increase the FY 1985 removal rate to 11,000 excess animals and to remove the approximately 6,142 excess animals budgeted for but not removed in fiscal years 1983 and 1984." (Fiscal Year 1985 Appropriations Act for the Department of the Interior and Related Agencies)

In response to this congressional direction and in accordance with decisions reached in completed resource management plans, BLM embarked on an ambitious program of removals, adoptions, and animal maintenance during the year.

Many challenges accompanied this significant increase in funding. One of the first to be addressed was the need to obtain additional corral space to maintain the large number of animals that would be removed. Space was needed for as many as 10,000 excess animals, far

161 294 0 - 86 - 3

more than the capacity of BLM's corrals. Therefore, a competitive bidding process was initiated in December 1984, culminating in April 1985 with the award of four contracts for facilities in Nebraska, Nevada, and Texas. The termination of one contract for default reduced the number of facilities to three, but the lost space was replaced by expansion of two facilities, as provided for in the contracts.

By early June 1985, all three contract maintenance facilities were in operation. At the end of Fiscal Year 1985, slightly more than 7,600 animals were being maintained in these facilities, with an additional 2,300 wild horses and burros being cared for in BLM's own corrals. The cost of the three contract facilities for a period of approximately 4 months was nearly $2.8 million. Toward the end of Fiscal Year 1985, BLM notified the contractors of its intent to exercise the option to extend the contracts through Fiscal Year 1986, depending on the availability of funding.

Freshly gathered wild horses will be transported to BLM corrals for medical treatment and preparation for adoption by qualified individuals

A total of 18,959 excess wild horses and burros were removed from public and private rangelands in Fiscal Year 1985. This number exceeded by about 1,100 BLM's own target of 17,825 animals, an aggregate number derived from removal needs in the 10 Western States. Approximately 90 percent of the removals were undertaken to implement locally developed resource management plans, to comply with court orders, or to respond to requests from landowners to remove animals from private land, as the law requires.

Following their removal from the public lands, old, sick, or lame animals were humanely destroyed in accordance with the law as an act of mercy, and healthy animals were prepared for adoption. In an effort to find homes for more than 9,000 excess animals, the BLM Adopt-A-Horse (or Burro) Program made animals available at five permanent adoption centers, three contract adoption centers, and 60 satellite (temporary) centers.

The number of satellite centers, which bring animals to areas somewhat distant from permanent centers, has more than doubled in a period of 2 years. These 3- to 4-day centers have become an essential tool for placing wild horses and burros in private care. During Fiscal Year 1985, animals were offered for adoption at satellites in 25 States. In all, the BLM adoption program placed 8,091 excess wild horses and 1,463 wild burros in private care in Fiscal Year 1985. Unadopted healthy excess animals are being maintained in BLM corrals and contract facilities.

Although wild horses are generally gathered by helicopter herding, traditional roping methods are more successful for wild burros

Congress also provided $1 million for wild horse and burro research in Fiscal Year 1985. Working through the National Academy of Sciences, BLM contracted for two research studies: (1) wild horse parentage and population genetics and (2) fertility control in wild horses. A third study, arranged through an interagency agreement

with the Veterans Administration, involves analyses of previously collected blood samples to evaluate the condition of wild horses. When completed, these studies should provide data that will be useful in considering alternative strategies for management and control of wild horses on public lands. Research results will be available by 1988.

In December 1984, BLM published a proposed revision of the wild horse and burro program regulations. The revision of existing regulations will reduce the regulatory burden on the public, clarify BLM's management procedures, remove unnecessary self-regulating provisions, and arrange the regulations by subject. Following analysis of public comments on the proposed regulations, draft final rules were prepared. The final regulations are expected to be published in Fiscal Year 1986.

Seven lawsuits concerned with the wild horse and burro program were outstanding at the start of Fiscal Year 1985, all of which called for the removal of wild horses from public or private lands. Two of these suits came to trial during the year; one was resolved in the Government's favor and one was decided for the plaintiff. However, the Government appealed the latter case, and the Ninth Circuit Court of Appeals is expected to reach a decision early in 1986. A third suit was resolved in September 1985 when the parties agreed to a voluntary dismissal following removal of wild horses from the plaintiff's property.

The only new litigation in Fiscal Year 1985 was a suit brought by humane organizations against the Secretary of the Interior and various BLM officials, charging inhumane conditions and treatment of animals in BLM corrals. As the fiscal year ended, that case had not gone to trial.

Table C. Estimated Populations of Wild Free-Roaming Horses and Burros on BLM-Administered Lands as of September 30, 1985

State	Horses	Burros	Total
Arizona	115	3,625	3,740
California	2,354	2,765	5,119
Colorado	414	0	414
Idaho	706	0	706
Montana	157	0	157
Nevada	29,853	1,202	31,055
New Mexico	70	14	84
Oregon	3,149	25	3,174
Utah	1,254	34	1,288
Wyoming	4,684	0	4,684
Totals	42,756	7,665	50,421

A California Desert District Ranger and Special Agent confiscate marijuana plants grown on public lands

E. Support Services

Law Enforcement

Did you know . . . 18,444 marijuana plants growing on BLM-administered lands were destroyed during Fiscal Year 1985.

During Fiscal Year 1985, BLM Special Agents and Law Enforcement Rangers were full participants in the largest marijuana raids in the history of law enforcement with more than 2,200 Federal, State, and local law enforcement officers participating in domestic cannabis eradication efforts in all 50 States. The massive series of raids, code named "Operation Delta-9," began August 5, 1985, and lasted 3 days. BLM committed additional resources to supplement our existing eradication program and extended our "Operation Delta-9" participation through August 16, eradicating more than 8,282 plants with an estimated value of $16.564 million in California, Oregon, Utah, New Mexico, Arizona, and Colorado.

The discovery by a local law enforcement official of a 6-acre "pot plantation" on an isolated BLM grazing allotment in New Mexico focused attention on the growing temptation among some individuals to replace conventional pursuits with something more profitable but highly illegal: marijuana. The subsequent raid—one of the largest in State history—resulted in 7 arrests and the eradication of approximately 35,000 plants with an estimated street value of $60 million. Each of the plants was growing in its own container, with water and fertilizer being supplied through plastic tubing from a 5,000-gallon storage tank. BLM Special Agents and Law Enforcement Rangers assisted in the protection of the seized marijuana and its eventual disposal by spraying and burning.

BLM also continued its effort with other Federal, State, and local agencies to eradicate marijuana on public lands in California, Oregon, and other Western States. Such a cooperative effort is California's Campaign Against Marijuana Planting (CAMP). BLM played a leadership role in supporting and helping to organize CAMP in 1984. In 1985 CAMP destroyed more than 159,000 plants, representing an estimated $1.635 billion worth of marijuana.

BLM's Rangers and Special Agents are all well-trained in law enforcement. In addition to its own law enforcement personnel, BLM relies on law enforcement agreements with State and local agencies that provide requested services. In 1985, BLM had 50 of these agreements in seven western States.

In addition to criminal violations, there are numerous cases of unauthorized use that are administrative or civil in nature and require law enforcement actions. Unauthorized use accounts for a major portion of all violations of regulations or laws that are used to administer the public lands.

Cadastral Survey

Did you know ... the 200th anniversary of the Public Land Survey System was celebrated during 1985.

As the official administrator, BLM maintains all official Public Land Survey System land records and status on a geographically referenced base. Accomplishments during Fiscal Year 1985 in the Lower 48 States include completion of 416 plats, 49,844 acres of original survey, and 1.051 million acres of resurvey.

Original survey work remains a major program effort in Alaska. BLM has surveyed the exterior township boundaries of approximately 83.8 million acres (3.5 million acres during Fiscal Year 1985), or about 56 percent of the 149 million acres required under the Alaska Statehood Act and the Alaska Native Claims Settlement Act. However, the majority of these townships need further surveys in the interior to identify valid private rights of third interests.

About 236 million acres remain unsurveyed in Alaska, including the millions of acres needed to identify boundaries of national parks, national forests, wildlife refuges, and wild and scenic rivers created by the Alaska National Interest Lands Conservation Act. BLM has surveyed 18.6 million acres of land that is presently under BLM jurisdiction.

A cadastral surveyor sets up a monument in California

To better organize the actual survey needs for any given project, BLM's Alaska State Office has adopted a new management system, referred to as the Patent Plan Process, to determine priorities of all land conveyances. Using this process will allow for patenting of all lands within a township. In general, it assures that the many realty actions, including field examinations, field reports, and adjudication are complete for all inholdings within a given area before it will be surveyed. When a survey is complete for a township, a final survey plat can be prepared and patents can then be issued on any or all lands within the township.

Fire and Aviation Management

Did you know ... in the last 10 years, the average number of wildfires occurring each year on public lands is 2,400, burning an average of 1 million acres.

Under its Fire Management Program, BLM is responsible for protecting property and natural resource values on public lands from wildfire, rehabilitating areas

damaged by wildfire, and ensuring that "prescribed burning" designed to accomplish a variety of management objectives is safely conducted and controlled.

The 1985 fire season was one of the worst seasons on record. More than 3,100 fires burned and blackened 1.9 million acres. Most of this occurred in Nevada, Idaho, and Eastern Oregon. The season started as normal, then quickly changed. Dry lightning generated by storms from the Pacific Ocean entered the Western edge of the Great Basin several weeks earlier than usual. Multiple lightning strikes caused fires that were fanned by high winds over large areas.

More than 1.9 million acres of BLM land were burned by wildfires during the 1985 fire season

The most damaging fires occurred in Nevada. Fires threatened several communities and residents in the northern parts of the State, and several homes were lost. Fires burning in rural areas are becoming an increasing concern all over the Western United States. The cost of fire suppression was nearly $75 million for 1985. With this high level of activity, BLM was fortunate only minor injuries were reported. Several firefighters were hospitalized, but were released shortly thereafter.

Rehabilitation of many damaged soil/watershed areas has occurred. Fire rehabilitation may consist of reseeding of grasses and shrubs, and construction of protection fences and check dams. Fire rehabilitation costs for the 75 projects undertaken were $4 million.

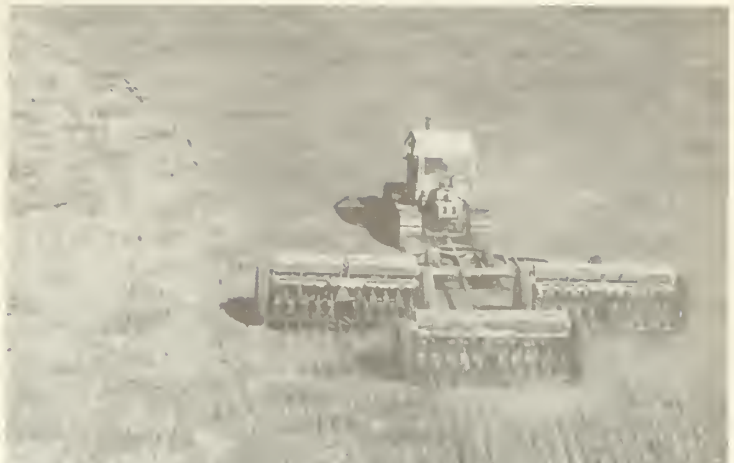


Photo by Bill Keil, BLM Oregon State Office

Triple drills facilitate reseeding of a burned area in Eastern Oregon

Resource management plans are beginning to provide fire-related information that can be used to design suppression actions matching cost with values at risk. In Fiscal Year 1985, 32 fire implementation plans were approved for use.

As techniques for controlling fire have improved, all Federal wildfire suppression agencies have adopted new procedures to use fire as a tool to meet identified resource management objectives, such as to enhance wildlife habitat; improve range forage, watersheds, and visual backdrop; and remove forest harvest residues. During Fiscal Year 1985, 699 prescribed burns covering 83,113 acres were held on public lands.

The Boise Interagency Fire Center (BIFC) in Idaho serves firefighting agencies of the Departments of the Interior and Agriculture and the States on a national basis. For BLM, it is the central location for fire training and communications development, fire equipment overhaul, and fire supply cache. BIFC coordinates efforts to suppress project fires (large, complex fires) on BLM lands in the 12 Western States, including Alaska.

In an average year, BIFC supports nearly 400 fires and processes nearly 2,200 fire orders. In 1985, one of their busiest years, they supported 960 fires and processed 6,500 fire orders. BIFC tranported 45,450 fire personnel, and supporting actions required 1,146 flights for 1,736 hours on four contracted interagency large air transports and 155 flights on large charter aircraft.

The Alaska Fire Service, which is managed by BLM for all Interior agencies in Alaska, was heavily involved with assistance to the Lower 48 States during the 1985 fire season. Within Alaska, the season was not particularly severe. A total of 261 fires burned over 372,320 acres in the State. Emergency firefighter personnel, which are hired primarily from Alaska Native villages, were paid $2.25 million during the year.

During Fiscal Year 1985, the Departments of Agriculture and the Interior combined their 21 Class I teams into 17 Interdepartmental Fire Overhead teams. The teams had 29 assignments that took them all over the country—from California, to Florida, to Alaska. Most teams had two assignments.

The experiences and operational successes of the first year of interdepartmental teams were encouraging. All teams were cross-trained and could utilize the Incident Command System (ICS) and Large Fire Organization. Most fires were managed under the ICS.

In another joint agency project, BLM and USDA Forest Service (FS) combined smokejumper programs during the 1985 fire season. The purpose was to assure efficient and effective use of these resources for the agencies. On BLM fires, 90 jumps were made in Nevada and 29 in Colorado.

BIFC also responded to a more unique situation during the year. On September 21, the Agency for International Development requested the State Department's help with relief for the Mexico earthquake disaster. Orders were processed for three light helicopters with water buckets, seven-person crews for each helicopter, and extra buckets for helicopters already in Mexico to be sent from BIFC. In addition, 4,000 pounds of equipment and support vehicles were sent. Arrangements were made by BIFC through the 6th Army to transport resources.

BLM's aviation program was reorganized in the Washington Office during 1985. Currently a Program Leader and Staff Specialist provide policy, budget, and guidance to the field on the full spectrum of aviation management. The reorganization includes funding for State Office positions whose primary duty is statewide aviation management. These positions are expected to be fully operational during Fiscal Year 1986.

Engineering Services

During Fiscal Year 1985, BLM substantially completed construction of a new District Office complex in Elko, Nevada. The complex included a 16,000 sq. ft. office area and a 10,800 sq. ft. warehouse with adjacent parking and storage areas. Construction was started on a new 14,400 sq. ft. fire warehouse in Fairbanks, Alaska, to be completed in 1986. Smaller construction projects such as telecommunications buildings, shop areas, recreation facilities, fire stations, and sewage systems also were completed.

BLM provided maintenance to approximately 140 office buildings, more than 800 other BLM-owned buildings and associated water and sewer systems, about 800 developed family unit recreation sites, an additional 5,000 undeveloped (without water) sites, approximately 10,000 miles of roads (roughly equal to the road distance of two round trips between San Francisco, California, and Pittsburgh, Pennsylvania), more than 1,000 miles of trails, and 30 bridges.

With Fiscal Year 1985 completions, the Bureau has available 1:100,000 scale surface and subsurface maps providing coverage for approximately 90 percent of the lands administered by BLM. In addition, revision work was completed on the 1:500,000 scale State base maps and the 1:1,000,000 scale wilderness series. Support for resource management also was provided by photogrammetry and aerial photography acquisition and reproduction.

Additional Engineering Services support was provided through survey and design of various range improvement and watershed construction projects. BLM is continuing its dam inventory and hazard assessment programs.

Information Resources Management

Did you know . . . since BLM assumed custody in 1946, the public land records have grown to include some 7.5 million original ownership titles covering 1.5 billion acres of present or former public domain land, excluding the 13 original colonies.

BLM's organization emphasizes that automated data processing, records, and telecommunications management are not separate entities but are integral parts of the broad nature of information resources management (IRM). Activities during Fiscal Year 1985 focused on:

- issuing a contract and starting a major multiyear study for the ADP/Telecommunications Equipment Modernization Project. This project will establish BLM needs and approaches to equipment modernization to meet future requirements. Implementation of results of the study are planned during Fiscal Year 1988;
- continuing the automation of lands and minerals records (see section II A.);
- publishing the *1984 Public Land Statistics;*
- incorporating the Freedom of Information Act (FOIA) program into the Records Management Branch of the Headquarters IRM Division;
- implementing a shared BLM/Forest Services Westfornet alert library service to assist both agencies in resource management work;

- issuing a new retention and disposal schedule for machine readable records;
- developing an automated BLM master name file for all public users involved in BLM-administered programs;
- completing microfilming and indexing of Cadastral Survey records for the State of Oklahoma for duplication and purchase by the public;
- performing Information Systems Reviews for 3 State Offices to assist them in evaluating their information systems, telecommunications, and records management needs and capabilities;
- performing Internal Control Reviews at each of 12 State Office computer centers, as required by the General Accounting Office; and
- initiating an effort to review all telephone systems to assure they meet BLM's minimum needs in a cost effective manner. This will continue into Fiscal Year 1986.

Evaluations/Audits

BLM's Division of Program Evaluation in the Headquarters Office conducts internal evaluations of BLM programs, general management, and special issues. They also provide coordination and support to the evaluations conducted by each of the State Offices and to a variety of studies done by Headquarters program offices. In addition, they provide coordination and a central liaison point for all of the audits conducted on BLM topics by the U.S. General Accounting Office and Interior's Office of the Inspector General.

During Fiscal Year 1985, the Division of Program Evaluation completed the following evaluations:

- Eastern States General Management Evaluation, October 1984
- Bureauwide Planning Program, November 1984
- Bureauwide Range Program, May 1985
- Boise Interagency Fire Center, August 1985

Several studies were undertaken and then postponed or discontinued based on the findings during the scoping process, including general management evaluations in California and Nevada, and special evaluations into Inspection and Enforcement and Known Geologic Structures.

Also during Fiscal Year 1985, Administrative Procedures Reviews were conducted in Utah, the Boise Interagency Fire Center, and Montana; Information Systems Reviews were conducted in California, Colorado, and Eastern States Office; and 13 Internal Control Reviews were conducted by various programs. A BLM manual section and handbook regarding Internal Control Reviews were prepared.

Numerous evaluations were completed by the States, including general management evaluations in Fairbanks, Alaska; Phoenix, Arizona; and the Arizona Strip. Special evaluations were conducted in the Alaska Lands Program, Colorado mineral records, and forestry in Coeur d'Alene, Idaho. A program evaluation of surface protection in Arizona also was completed.

BLM has provided information and assistance to the General Accounting Office (GAO) and to Interior's Office of the Inspector General (OIG) auditors reviewing Bureau programs and activities. GAO has completed eight final reports and four draft reports directly affecting BLM. OIG completed seven final reports and six draft reports for review and submission of comments by BLM. A total of 38 financial audit reports also have been provided to BLM by OIG auditors.

Volunteers and Other Contributed Services

Did you know ... since BLM initiated its volunteers program in 1982, more than 13,000 volunteers for the public lands have donated approximately 580 work-years of unpaid service valued by BLM field managers at more than $7.5 million.

Citizens are donating their skills, time, and energy to assist BLM in managing the public lands in steadily increasing numbers. During the year, more than 4,800 persons gave the Bureau a hand as unpaid volunteers—an increase of 34 percent over the previous year.

The hours of service contributed by these volunteers during Fiscal Year 1985 totaled 208 work-years, the equivalent of extending the agency's employee workforce by 2 percent. The work they donated was valued at $3.2 million.

These volunteers assist in many different ways. The kinds of projects that attracted the most support are concerned with management of renewable natural resources, including wildlife (16 percent of all volunteers), forestry (14 percent), rangeland (3 percent), wilderness (3 percent), and watershed and hydrology improvement (2 percent). Recreation projects attracted 18 percent; historic and cultural resources, 9 percent; and energy and mineral resources, 5 percent. Some 6 percent assisted with engineering, surveying, fire protection, resource protection, and other operations work; 10 percent with administrative support; and 1 percent in public affairs and planning.

About one-third of BLM's volunteers are under 18 years of age; 9 percent are 55 or older. About one out of four are female.

The following sampler of projects on which volunteers worked during the year suggests their diversity:

In Colorado, members of two Girl Scout troops joined a BLM biologist and his family in preparing 3,700

packets of seeds for hunters to plant while on nearby public lands. The seeds were a mixture of species that provide wildlife habitat and forage. The packets included planting instructions, species descriptions, explanation of the importance of winter range, and suggestions for leaving a clean camp. Hunter response was reported good, and many campsites were left cleaner than in prior years.

More than 40 volunteers cleaned up public land in the Red Hills area of Tuoloumne County, California, that was littered with loose trash, car bodies, and other assorted items

In New Mexico, members of the Carlsbad Sportsman's Club helped install nine water-catching "guzzlers" to improve habitat for many wildlife species. They agreed to continue to assist with a 5-year program of habitat renovation that includes installing and maintaining a network of 36 guzzlers.

Volunteers concerned about the survival of desert bighorn sheep worked on three transplant and habitat improvement projects during the year. In Nevada, members of the Fraternity of the Desert Bighorns worked with BLM to release 25 bighorns in the South Pahroc Range. In addition, 44 volunteers helped BLM assemble and install five bighorn guzzlers in one day in the eastern part of the State. In Arizona, Desert Bighorn Sheep Society volunteers assisted BLM and Arizona Game and Fish Department biologists in restoring several dozen sheep to their historic range in the Paria Canyon and Kanab Creek wilderness areas near the Arizona-Utah border.

In the Lewistown District of Montana, a volunteer completed grazing allotment maps for almost every allotment in the Havre Resource Area. The project involved visiting the areas to check the vegetative condition of the rangeland and to count livestock.

In Oregon, under the guidance of a BLM retiree, Audubon Society members and Boy Scouts built a new trail that will tie in with the Pacific Crest National Trail along the backbone of the Cascades. And in Alaska, two Boy Scouts organized a crew of Scouts and their parents to clear brush for a dogsled and ski trail.

Near the Montana and Idaho border, Scouts, members of the Lemhi Nordic Ski Club, and other volunteers built a lean-to shelter near the Continental Divide Trail in the Beaverhead Mountains.

Fourteen volunteers in river rafts cleaned up a 27-mile stretch of the San Juan River in Utah. The volunteers collected trash too big for BLM's regular river patrol, including 30 tires and a truckload of garbage.

In the California Desert, a BLM employee organized a cleanup weekend at the Johnson Valley off-road recreation site. More than 200 American Motorcycle Association members and their families hauled out 4 tons of glass and other trash. BLM provided dump trucks to haul it away, the American Honda Corporation provided trash bags, and the Thompson Distributing Company of Barstow donated beverages for the workers.

BLM's cadre of volunteer campground hosts included two retired couples who maintained the 115-unit Virgin River Campground near St. George, Utah, and the 40-unit Burro Creek campground near Kingman, Arizona. Hand-drawn maps of nearby wildlife and geologic areas and a slideshow on desert wildflowers were provided by the Burro Creek hosts.

In the King Range National Conservation Area along California's north coast, 50 volunteers excavated and salvaged artifacts from four prehistoric sites threatened by vandalism and erosion. The volunteer students from a nearby university donated 4,500 hours of work.

Near Billings, Montana, 437 Boy Scouts built erosion-control dikes and silt traps and planted several hundred trees under the guidance of BLM staffers, who also explained construction and planting methods and benefits that will come from the work. The theme for the weekend event was "This Is Your Land."

A new trail at Squaw Leap in BLM's Bakersfield, California, District was cleared by volunteers

Forty volunteers from both ORV and environmental groups built two vehicle closures on roads leading to Hidden Valley, an area in Nevada rich in scenic and prehistoric cultural sites. In addition to more than 400 hours of work, the volunteers donated $1,000 for metal signs and posts as well as heavy equipment to scarify the closed roads to hasten their return to a natural appearance.

To advance restoration of Garnet Ghost Town, once a bustling gold mining community, BLM and the Garnet Preservation Association sponsored a benefit boxing match. The volunteer protagonists were a leader of the Montana Environmental Information Center and an executive of the Montana Mining Association. An enthusiastic crowd paid $2,500 to cheer, boo, and see a few punches thrown during three unorthodox rounds. Because the Montana State Legislature previously had agreed to match two to one the privately raised funds for the restoration project, the event had the effect of raising $7,500 for the cause. The bout itself was called a draw by the politic referee, Representative Pat Williams of Montana.

General Administration

Did you know ... efforts to streamline and improve BLM's efficiency resulted in a savings to taxpayers of $5.5 million during Fiscal Year 1985.

Administrative Services

During Fiscal Year 1985, BLM spent $69.7 million for goods and services. Formal contracts awarded by the Washington Office, Denver Service Center, and State Offices to support field office programs totaled $44.0 million. Field offices expended an additional $25.6 million, mostly for small purchases.

BLM continues to exceed its goals in various socioeconomic procurement programs:

	FY 1985 Goal ($000)	Actual Contract Award ($000)
Labor Surplus Area Set-asides	$ 7.6	$13.5
Small Businesses	21.0	30.5
Women Business Enterprises	1.1	1.2

BLM is continuing to develop an automated procurement system to plan, monitor, and report on contract awards and to prepare contract documents.

BLM will produce several procurement manuals and handbooks during Fiscal Year 1986 to assist program and procurement personnel in performing their responsibilities in the procurement, grant, or cooperative agreement process. An orientation brochure and media presentation also are being developed to introduce new employees into the procurement function.

The procurement training program will be reviewed to assure that delivery methods and training materials are flexible enough to satisfy the needs of each audience at the lowest cost. Procurement training material will be integrated as closely as possible with the manuals and handbooks.

In Fiscal Year 1985, an Automated Personal Property System was completed to account for personal property assets. This new system increases accountability, streamlines inventory procedures, produces automated reports, and provides increased management utility for controlling more than $125 million worth of personal property assets.

Two administrative consolidation projects were implemented in Fiscal Year 1985 in connection with the Department's Reform 88 management initiatives effort. In January, all Departmental forms previously stocked and distributed by the Office of the Secretary in Washington, D.C., were transferred to BLM's Printed Materials Distribution Section in Denver for stocking, reprinting, and distribution. Substantial cost savings are anticipated due to lower space costs, better management through our existing automated billing and inventory system, and reduced shipping costs because most customers are located in the West.

The Bureau also participated in a project to consolidate mailrooms in Interior's Washington, D.C., area. As a result, BLM's mail unit was closed and seven employees transferred to the Office of the Secretary on October 1, 1985. BLM will be billed by the Department for mail services.

Financial Management

BLM's Division of Finance in the Washington Office directs the operation of and improvements to the Bureau's accounting system; provides guidance on financial management policy and procedures; provides Bureauwide coordination of and guidance for implementation of the Debt Collection Act of 1982 and OMB Circular A-123, Internal Control Systems; and manages the Payments in Lieu of Taxes (PILT) program, BLM public land revenue sharing payments to State and local governments, and monetary credits issued by BLM to the private sector.

During Fiscal Year 1985, BLM initiated a Bureauwide program to improve cash management. The Division

coordinated with the Office of the Secretary and the Department of the Treasury to implement the use of private banking "lockbox" facilities in July 1985 to permit the use of electronic funds transfer systems to expedite the collection and deposit of Oregon and California Grant Lands (O&C) timber revenues. Approximately $18.2 million was collected in the last quarter of the fiscal year by the use of the lockbox. This resulted in an estimated interest savings to the Federal Government of $15,300 for this 3-month period. Similar collection and deposit procedures are scheduled to be implemented for other BLM revenue producing programs during FY 1986. Projections for Fiscal Year 1986 O&C timber collections indicate that the interest savings could exceed $100,000 during the year.

The Division supported program areas with unique financial management needs such as rights-of-way cost reimbursement procedures, mineral leasing, grazing billings and collections, and timber buy-out contracts.

As part of a governmentwide effort to reduce administrative costs, BLM coordinated with the Office of the Secretary's Departmentwide review of bureau and office payroll processing and administrative payment functions. The Department plans to consolidate bureau and office payroll operations and standardize administrative payment systems. Implementation of these initiatives are scheduled to begin in Fiscal Year 1986.

The Division also was responsible for coordinating and overseeing the Bureau's implementation of internal control systems to ensure that all programs and functions performed by BLM are reviewed periodically to minimize the possibility of waste, fraud, and abuse in accordance with the Federal Managers' Financial Integrity Act.

BLM managed the Departmentwide debt collection contract, referring 400 claims totaling $500,000 to the contractor. Sixty-five claims totaling $106,000 were either settled or written off during the year.

Implementation of the Diners Club charge card contract brought about a significant reduction in outstanding travel advances. At the close of Fiscal Year 1984, BLM's outstanding travel advances totaled $1,385,709. By the end of Fiscal Year 1985, the balance had been reduced to $807,164.

Procedures were developed for issuing, processing, and maintaining accountability for monetary credits totaling $17.5 million, plus accrued interest. The monetary credits were received by BLM in exchange for revoked mineral leases and certain land acquisitions authorized by law. The monetary credits are transferable and can only be used for payment of coal lease bonus bids, rentals, and royalties due to the United States Government. In Fiscal Year 1985, approximately $1.5 million was applied to payment of coal leases.

The Division distributed $287.3 million to States and local governments in Fiscal Year 1985. A total of $134.3 million in public land revenue sharing payments was paid to States and local governments, and a total of $101 million in PILT payments were distributed to more than 1,900 units of local government. A summary of payments made to State and local governments in Fiscal Year 1985 appears in Section III of this report.

Management Efficiencies

BLM is actively supporting the administration's effort to streamline and make government more efficient while at the same time maintaining its service to the public. During Fiscal Year 1985, BLM identified numerous internal initiatives to reduce its administrative and overhead costs, streamline, and consolidate systems. The efforts so far have resulted in administrative savings equivalent to 149 positions and $5.5 million. BLM is reducing the number of people necessary to process personnel actions and administer purchasing and contracting activities, and is automating more systems.

In addition to these efforts, BLM is trimming its Washington Office staff, which will allow more dollars to flow to the field organization. Plans are to continue the trend of streamlining and consolidating in Fiscal Years 1986 and 1987.

Personnel Management

BLM's Division of Personnel and Training in the Headquarters Office concentrated much of its efforts on developing personnel plans and policies in connection with the Forest Service (FS)/BLM Interchange Proposal. "Reform 88" initiatives involved the consolidation and streamlining of personnel services as well as several major position classification issues during Fiscal Year 1985.

Joint BLM/FS personnel policies and practices were developed to assist in the placement of personnel who become surplus to the needs of each agency due to improvement in the efficiency of their operations. This includes the establishment of a joint vacancy announcement policy, automated vacancy listing system, an interagency agreement for placement of spouses of transferring employees, and a joint request for early-out retirement authority (which was subsequently approved by the Office of Personnel Management).

A centralized automated summer/seasonal application and rating system was implemented by the Denver Service Center, resulting in a significant savings in processing time.

A comprehensive position management program using the resources of local position management committees was implemented to ensure that effective and efficient

use is made of valuable position and personnel resources. The program is monitored by the Bureau level Position and Pay Management Steering Committee, which is responsible for a holistic approach to position management in view of administratively mandated objectives associated with Reform 88, Grade Bulge Reduction, and related efforts.

Position classification guidelines for Realty Specialist and Geology and Petroleum Engineer/Mining Engineer positions were developed in order to ensure that published classification standards are applied in a consistent and fair manner to these specialized Bureau occupations. Additional work continues on development of a single agency qualification standard for Realty Specialists, as well as the ongoing process to finalize a classification grade and single agency qualification standard for Natural Resource Managers.

At the end of Fiscal Year 1985, BLM employed an estimated 10,500 individuals, 8,700 of which had full-time permanent appointments. During the year, about 10,200 full-time equivalent workyears were utilized.

III. Financial Management

A. Appropriations and Expenditures

Bureau of Land Management programs are funded through six major operating appropriations, several minor permanent and trust appropriations, and reimbursements from other Federal agencies for work performed on their behalf. In addition, the BLM budget includes one annual appropriation and numerous permanent appropriations that provide funds to State and local governments in which Federal land resources are located, either as payments in lieu of taxes or as shared revenues from the sale, leasing, or disposition of resource commodities.

A history of the total funding available to BLM since Fiscal Year 1982 includes the following:

	FY 1982	FY 1983	FY 1984	FY 1985
	(in millions)			
BLM Operating Appropriations	$ 502.0	$ 427.9	$ 482.7	$ 437.9
Payments-in-Lieu of Taxes	95.5	96.3	105.0	$ 105.0
Permanent Payments to States, etc.	637.7	579.8	58.1	68.6
Other miscellaneous	4.9	6.4	7.7	9.8
Totals	$1,240.1	$1,110.4	$ 653.5	$ 621.3

Funding and obligation data on a program-by-program basis for Fiscal Years 1984, 1985, and 1986 follow:

	FY 1984 Actual	FY 1985 Actual	FY 1986 Proposed
	(in thousands)		
Planning			
Appropriation	$ 9,063	$ 9,265	$ 9,636
Obligations	9,062	9,264	9,636
Work Years	238	216	234
Energy and Minerals Programs			
Oil and Gas Management			
Appropriation	40,491	42,804	44,545
Obligations	40,466	42,804	44,545
Work Years	1,100	1,134	1,210
Geothermal Management			
Appropriation	2,957	3,227	2,758
Obligations	2,957	3,108	2,758
Work Years	72	72	60
Coal Management			
Appropriation	17,420	17,962	19,338
Obligations	17,417	17,370	19,338
Work Years	331	285	349

	FY 1984 Actual	FY 1985 Actual	FY 1986 Proposed
		(in thousands)	
Oil Shale/Tar Sands Management			
Appropriation	$ 2,148	$ 2,172	$ 2,098
Obligations	2,148	1,931	2,098
Work Years	47	37	44
Nonenergy Leasable (Minerals Leasing and Uranium Operations)			
Appropriation	4,456	4,658	4,829
Obligations	4,454	4,458	4,829
Work Years	91	91	106
Mining Law Administration and Mining Materials			
Appropriation	9,655	10,051	10,335
Obligations	9,654	9,883	10,335
Work Years	270	264	292
Lands Programs			
Energy and Nonenergy Realty			
Appropriation	38,075	17,888	16,799
Obligations	38,062	17,853	16,799
Work Years	676	474	482
Alaska Lands*			
Appropriation	0	13,022	13,398
Obligations	0	12,999	13,398
Work Years	306	302	318
Rights of Way*			
Appropriation	0	6,890	7,776
Obligations	0	6,885	7,776
Work Years	0	194	216
Acquisitions			
Appropriation	6,144	24,088**	9,546
Obligations	1,445	19,336	9,546
Work Years	6	18	6
Withdrawal Review			
Appropriation	3,529	4,034	3,744
Obligations	3,519	4,006	3,744
Work Years	90	100	92

* Funded as part of the Energy and Nonenergy Realty in Fiscal Year 1984.

** Cranberry Wilderness area special acquisition appropriated $14,700,000.

	FY 1984 Actual	FY 1985 Actual	FY 1986 Proposed
		(in thousands)	
Wilderness Review			
Appropriation	$ 7,020	$ 6,419	$ 7,280
Obligations	7,019	6,344	7,280
Work Years	174	150	118
Recreation Management			
Appropriation	$ 7,212	$ 7,337	$ 8,656
Obligations	7,211	7,273	8,656
Work Years	192	173	195
Natural History and Cultural Resource Management			
Appropriation	4,843	5,279	6,043
Obligations	4,843	5,230	6,043
Work Years	116	119	154
Renewable Resource Programs Rangeland Management (Includes Soil, Water, and Air)			
Appropriation	61,356	60,195	57,922
Obligations	59,539	57,337	57,922
Work Years	1,347	1,234	1,182
Forest Management (Includes Public Domain and O&C Lands)			
Appropriation	43,622	54,766	53,798
Obligations	43,527	54,209	53,798
Work Years	1,037	1,037	1,011
Wildlife Habitat Management			
Appropriation	13,604	16,877	17,244
Obligations	13,604	16,724	17,244
Work Years	341	346	316
Wild Horse and Burro Management			
Appropriation	5,766	17,039	16,964
Obligations	5,765	16,899	16,964
Work Years	98	148	150
Support Services Law Enforcement			
Appropriation	2,073	2,351	3,320
Obligations	2,073	2,335	3,320
Work Years	33	33	29

	FY 1984 Actual	FY 1985 Actual	FY 1986 Proposed
	(in thousands)		
Cadastral Survey			
Appropriation	$23,873	$24,676	$26,756
Obligations	23,824	24,591	26,756
Work Years	468	425	455
Enginnering			
Appropriation	982	1,138	1,160
Obligations	981	1,135	1,160
Work Years	23	26	26
Fire Management			
Appropriation	10,686	9,258	10,811
Obligations	10,739	9,182	10,811
Work Years	153	137	145
General Administration			
Appropriation	82,352	83,136	83,101
Obligations	82,269	83,119	83,101
Work Years	1,275	1,207	1,206
Data Management			
Appropriation	14,376	14,122	13,907
Obligations	14,375	14,047	13,907
Work Years	246	221	232

B. Revenues and Receipts

BLM is a primary collector of Federal revenues. Gross receipts from the lease, use, and sale of public lands and resources totaled approximately $227 million in Fiscal Year 1985 (see Table D). Of this amount, $71 million will be returned to the States, $15 million was transferred to the Reclamation fund, $8.4 million transferred to other Federal agencies, and the remaining $132.4 million went into the general fund of the United States Treasury. Monies appropriated from the Treasury to BLM for operating expenses totaled $468 million in Fiscal Year 1985.

The development and use of BLM lands and resources generate receipts from a variety of sources. Timber receipts totaled $137.6 million in Fiscal Year 1985. Since the Secretary's moratorium on the simultaneous oil and gas filing program was lifted, revenues have significantly increased in Fiscal Year 1985 to $28.6 million. Receipts generated by other BLM programs, including sales of public lands, grazing, right-of-way leases, permits and rentals, and other miscellaneous receipts have remained constant with past years' activities.

Table D. Bureau of Land Management Receipts

	FY 1985 Actual	FY 1986 Estimated
Statement of Public Land Receipts		
Mineral Leases and Permits	$ 15,661,230[a]	$ 1,500,000
Sales of Public Lands & Materials (Includes Burton-Santini Act sales in Nevada)	12,398,143	14,300,000
Simultaneous Oil & Gas Filing Fees	28,557,925	30,000,000
Fees and Commissions	2,049,287	2,300,000
Sales of Public Timber	9,774,521	14,100,000
O&C Lands (Timber Sales)	122,247,056	130,200,000
Coos Bay Wagon Road Lands (Timber Sales)	5,534,044	6,700,000
Grazing Fees	14,784,684	15,123,000
Rights-of-Way Rentals	2,988,331	3,000,000
Rent of Land	446,120	400,000
Miscellaneous Leases and Permits	601,179	600,000
Nonoperating Revenue[b]	11,368,851	12,415,000
Other[c]	759,187	1,000,000
Totals	**$227,170,558**	**$231,638,000**
Allocation of Public Land Receipts		
States and Counties	$ 71,465,653	$ 51,457,000
Reclamation Fund	$ 14,977,344	$ 18,384,000
Transfer to other Federal Agencies	$ 8,335,256	$ 8,500,000
Indian Trust Fund	$ 29,319	$ —
General Fund	$132,362,986	$153,297,000
Totals	**$227,170,558**	**$231,638,000**

[a] Only reflects receipts collected for the rental of oil and gas pipeline rights-of-way, Natural Petroleum Reserve revenues, and miscellaneous mineral revenues not collected by Minerals Management Service.

[b] Incidental receipts from fines, taxes, etc., that are unrelated to routine public land administration.

[c] Receipts from Special Recreation Use Fees.

C. State and Local Shares

BLM's most direct fiscal impact upon public land States and localities is through revenue sharing and other direct payments. In the decade from 1975 through 1985, State and local governments received $3.8 billion from the Department of the Interior as their share of revenues collected from the lease or sale of public land resources and as in-lieu payments for tax-exempt lands.

Revenue Sharing

Although the Minerals Management Service took over the receipt and distribution function for onshore revenues, BLM is still responsible for the allocation of oil and gas pipeline rentals and National Petroleum Reserve revenues.

Taylor Grazing Act revenues are distributed according to the type of land generating them. Of the fees collected from livestock grazing districts, 12.5 percent are distributed to the State for expenditure by the State legislature to benefit the counties generating these grazing receipts. Grazing revenues generated on public lands outside of grazing districts are divided equally with the State; again the State legislature has the authority to expend the funds to benefit the counties where grazing monies are collected.

Land sale revenues generated in Nevada under the Burton-Santini Act are collected and distributed on an annual basis. This Act authorizes the allocation of 10 percent of gross revenues back to Clark County or the municipality in which these revenues are generated, in addition to a 5 percent allocation to the State of Nevada. The remaining revenues are deposited in the Land and Water Conservation Fund for the purchase of environmentally sensitive land in the Lake Tahoe Basin.

Table E outlines the distribution of receipts to States and indicates the sources of revenue sharing made by BLM during Fiscal Year 1985.

Table E. Payment of BLM Receipts to States as of September 30, 1985

States	Mineral Leases and Permits	Forage Receipts Outside Taylor Grazing Districts	Forage Receipts Inside Taylor Grazing Districts	Sale of Public Land and Timber	Other	Total
Alabama	$ 0	$ 0	$ 0	$ 338	$ 0	$ 338
Alaska	10,915,018	0	0	6,837	0	10,921,855
Arizona	29,035	162,588	87,257	29,904	0	308,784
Arkansas	0	0	0	73	0	73
California	5,156	89,651	19,456	121,212	0	235,475
Colorado	258,577	31,890	72,712	35,812	0	398,991
Florida	0	0	0	320	0	320
Idaho	4,689	23,792	191,685	23,166	0	243,332
Illinois	0	0	0	1,016	0	1,016
Kansas	0	87	0	0	0	87
Minnesota	0	0	0	2,182	0	2,182
Mississippi	0	0	0	534	0	534
Montana	4,210	112,619	124,077	20,485	556,038	817,429
Nebraska	0	799	0	66	0	865
Nevada	0	26,929	323,135	860,716	0	1,210,780
New Mexico	329,998	154,609	211,886	23,081	12,548	732,122
North Dakota	133	6,500	0	569	0	7,202
Oklahoma	94	244	0	5,994	13,437	19,769
Oregon	7,799	32,991	154,100	117,943,486[a]	0	118,138,376
South Dakota	15	50,947	0	1,494	0	52,456
Utah	23,088	0	171,879	18,189	506	213,662
Washington	99,014	19,379	0	15,934	0	134,327
Wyoming	300,383	311,319	193,326	55,333	0	860,361
Totals	$11,977,209	$1,024,344	$1,549,513	$119,166,741	$582,529	$134,300,336

[a] Includes $116.9 million for O&C Grant Land (including a prepayment of Fiscal Year 1985 receipts totaling $50.9 million) and $.5 million for Coos Bay Wagon Road timber receipts.

Payments in Lieu of Taxes

Local government units within Western States are the principal beneficaries of the 1976 Payments in Lieu of Taxes Act. This law was enacted to provide Federal payments to those areas where large portions of land are in Federal ownership and, therefore, are exempt from local property taxes. Serving as a supplement to revenue sharing funds, payments in lieu of taxes (PILT) are made directly to local governments and may be used for any governmental purpose.

Lands eligible for PILT are federally owned lands in the National Forest and National Park Systems, lands administered by BLM, lands dedicated to the use of Federal water resource development, dredge disposal areas under the jurisdiction of the Army Corps of Engineers, and, effective as of Fiscal Year 1979, National Wildlife Reserve Areas, inactive and semiactive Army installations, and certain lands donated to the United States Government. The Act specifically prohibits payments for lands (but not certain donated lands) that were tax exempt before being acquired from State or local governments.

Since PILT payments started in 1977, more than $910 million has been paid to local governments; about $101 million of that amount was paid in Fiscal Year 1985 (see Table F).

Table F. Summary of Payments in Lieu of Taxes by State

State	FY 1985 Payment
Alabama	$ 112,669
Alaska	4,351,834
Arizona	8,475,471
Arkansas	1,079,346
California	9,908,588
Colorado	7,000,420
Connecticut	19,871
Delaware	4,495
District of Columbia	6,010
Florida	1 244,111
Georgia	713,228
Hawaii	8,413
Idaho	7,320,888
Illinois	274,979
Indiana	143,540
Iowa	122,532
Kansas	344,711
Kentucky	683,587
Louisiana	211,914
Maine	50,959
Maryland	48,979
Massachusetts	76,511
Michigan	1,277,249
Minnesota	889,120
Mississippi	393,536
Missouri	1,100,405
Montana	8,356,506
Nebraska	315,993
Nevada	5,637,839
New Hampshire	313,380
New Jersey	45,070
New Mexico	10,332,972
New York	169,367
North Carolina	1,225,948
North Dakota	515,092
Ohio	227,176
Oklahoma	759,697
Oregon	2,617,177
Pennsylvania	204,239
Rhode Island	0
South Carolina	122,833
South Dakota	1,542,405
Tennessee	456,258
Texas	1,228,901
Utah	8,851,890
Vermont	216,090
Virginia	1,136,126
Washington	1,838,476
West Virginia	808,741
Wisconsin	554,541
Wyoming	7,608,396
Puerto Rico	9,183
Virgin Islands	84,389
Guam	1,267
Total	**$101,093,318**

IV. A Look Ahead

BLM faces a wide variety of issues every day—some that are easily resolved and maintain their "issue" status only a few days; others that remain of critical importance for years. This section summarizes the current issues and initiatives being emphasized by BLM during Fiscal Year 1986. Many are holdovers from the previous year—or years—while others chart unknown territory for the Bureau.

Nature transforms granite rocks into large boulders, then into towers, caves, and piles at Smugglers Cave Wilderness Study Area near El Centro, California.

Interchange. The proposal to transfer approximately 35 million acres of Federally managed lands and related program responsibilities between BLM and the Department of Agriculture's Forest Service remains a major emphasis during Fiscal Year 1986. Work will continue on the proposed legislation and the legislative environment impact statement. Both are expected to be forwarded to Congress for consideration in February 1986. Implementation will begin only after Congressional approval.

Riparian Area Management. The emphasis on riparian area management undertaken by BLM in Fiscal Year 1985 will continue during the coming year. Ongoing and proposed uses of the public lands will be managed to ensure appropriate protection of these unique areas. The draft policy statement issued during Fiscal Year 1985 will be revised and published as final, and a field office task force will develop guidance to be followed in classifying, inventorying, monitoring, managing, and improving riparian areas.

Hazardous Materials Management. Program emphasis will continue to be on developing program capabilities to deal cost effectively with remedial actions on hazardous waste sites on public lands, inventory and risk assessments of such potential sites, compliance with the Resource Conservation and Recovery Act, liability control, and technical assistance to States.

Oil and Gas Management. BLM plans to complete its draft of revisions to oil and gas operating regulations (Title 43 CFR 3160), as related to the Federal Oil and Gas Royalty Management Act of 1982, early in 1986. A series of public hearings on the reproposed regulations will be scheduled. Final regulations are expected to be published during Fiscal Year 1987.

In addition, the agency intends to meet the ambitious schedule for the preparation and issuance of Onshore Oil and Gas Orders during Fiscal Year 1986 and beyond that will address distinct phases of operations on Federal and Indian oil and gas leases.

The sequence in which these Orders will be developed is governed by their relative importance to BLM's inspection and enforcement program. Issuance of Priority 1 Orders on site security, oil measurement, and drilling operations in final form is scheduled for July 1986. Priority 2 Orders on hydrogen sulfide operations, gas measurement, and disposal of produced water are scheduled to be issued as final Orders in October 1986. Four

other lower priority Orders have been identified. A recently established Orders Task Group will continue to oversee and coordinate the work of the various committees responsible for development and issuance of each Order.

Eliminating backlogs of applications for permit to drill, simultaneous oil and gas parcels to be offered for lease, identification of potential drainage situations, and plugged and abandoned well inspections will be a high priority.

Geothermal Management. Though not as pressing as the oil and gas regulatory and Orders efforts, a proposed revision of BLM's regulations governing operations on geothermal leases (Title 43 CFR 3260) is being developed and may be published for public comment during Fiscal Year 1986. Objectives include elimination of burdensome and unnecessary regulations, and simplifying application requirements and the approval processes.

A geothermal unit near Cedar City, Utah

Postlease exploration and development will be a primary emphasis, followed by lease assignments involving drilling or production, servicing lessees, competitive sales, new lease applications, prelease exploration, and processing of other lease assignments.

Coal Management. After coal program revisions are completed, activity planning will resume in the Green River–Hams Fork, Powder River, Fort Union, and San Juan River regions. Completed plans in the Uinta-Southwestern Utah and Southern Appalachian regions will be reviewed to ensure consistency with the coal program revisions. Other activities, such as developing individual Regional Coal Team charters and long-range planning schedules, will be undertaken to prepare for the resumption of coal activity planning.

BLM plans to revise the coal operations regulations and develop final guidelines implementing Section 7 of the Mineral Leasing Act. Guidelines to ensure application of nationally uniform procedures for bonding, inspection and enforcement, production verification, and suspensions also will be drafted.

Nonenergy Minerals. New guidelines to ensure application of nationally uniform procedures for solid mineral lease readjustments, bonding, inspection and enforcement, production verification, and suspensions will be developed. In addition, BLM will revise the solid mineral operations regulations.

Lands. In its continuing effort to be a "good neighbor" to State and local governments, the processing of Recreation and Public Purpose applications will be a top priority with the BLM during Fiscal Year 1986. Concurrently, the Bureau expects to exchange an estimated 215,000 acres, process 450 desert land entry applications, and offer 25,000 acres for sale.

Alaska Lands. Conveyance of land through the patent plan process will continue to develop in response to the State of Alaska and Native Corporation requests to receive patent to lands.

The Alaska National Interest Lands Conservation Act (Section 901) required the State of Alaska to bring to lawsuit water navigability claims by the end of 1985. A 1-year extension is being requested by the State.

Final regulations implementing the policy that the Department of the Interior would not charge Alaska Native Corporations for certain submerged lands against their entitlement were published in May 1985. A court case on this topic filed by the Wilderness Society and the Sierra Club is still pending.

A program to inventory easements reserved by Section 17(b) of the Alaska Native Claims Settlement Act is being prepared. Administration of the easements must be determined and easements assigned to the responsible agency.

Rights-of-Way Management. Efforts toward the completion of cost recovery regulations for FLPMA right-of-way processing costs and for right-of-way rental charges should be finished in Fiscal Year 1986. Further analyses of costs for processing right-of-way applications also will be undertaken during the year.

Recreation Management. Two new policy documents (recreation concession and special area policies) will be developed during Fiscal Year 1986, and a revised Iditarod National Historic Trail (Alaska) management plan will be prepared.

A new manual to aid BLM specialists and managers in the issuance of special recreation permits will be prepared and issued. Additionally, a notice of a proposed rulemaking to change the appeals process for special recreation permits was published in the *Federal Register* late in 1985. Comments will be reviewed and a final decision regarding the rulemaking change will be published in Fiscal Year 1986. Manuals and handbooks to streamline BLM's Visual Resource Management System also will be published.

Cultural Resource Management. Work will continue on the Anasazi Heritage Center near Cortez, Colorado. The center will be fully operational in Fiscal Year 1987 and is intended to store the millions of artifacts and bits of site-related information recovered from excavations associated with the Dolores River Project. It also will include displays and research facilities that will be available for use by the general public and researchers once fully completed.

Wilderness Review. Increased attention and funding will be devoted to interim management of wilderness study areas (WSA) in Fiscal Year 1986 to provide greater assurance that wilderness potential will not be damaged by unauthorized activities. Interim management plans are being developed for some WSA's to help BLM anticipate possible problems and deal with them systematically.

BLM is now managing 20 units of the National Wilderness Preservation System. A new emphasis will be placed on wilderness management training and research to increase BLM's effectiveness in managing these areas and to prepare for greater responsibility as other areas are designated in the future. BLM is seeking the help of research organizations to address management problems specific to arid-land wilderness.

The Whipple Mountains Wilderness Study Area in California

Rangeland Management. During Fiscal Year 1986, BLM and FS will be completing reports to Congress on their Grazing Fee Review and Evaluation and on the Experimental Stewardship Program, as required under the Public Rangelands Improvement Act of 1978.

Completing court-ordered schedules for resource management plans and environmental impact statements that analyze the effects of livestock grazing will be a major emphasis during the year. Other priorities include issuing, administering, and supervising grazing permits and leases; monitoring grazing allotments; implementing allotment management plans, and completing ecological site inventories on all public lands.

Wildlife Habitat Management. The highest priorities of the habitat management program will be to facilitate management of the public lands in a manner that provides for food and cover for fish and wildlife, and to ensure the survival and recovery of threatened and endangered species and the ecosystems upon which they depend. The primary means of accomplishing this will be coordination with other BLM programs to ensure that managers have needed wildlife information when making multiple-use decisions and by direct habitat management efforts.

Emphasis will be placed on development and implementation of recovery plans for threatened and endangered species, undertaking actions to prevent listing of

additional species, improved management of riparian and wetland areas, increased emphasis on more effective management of aquatic habitat, and continued cooperative efforts with State wildlife agencies. BLM will continue to encourage investments of funds, materials, and labor from non-Federal sources.

Caribou and mini-lakes dot the landscape in Alaska

Wild Horse and Burro Management. The central issue in the wild horse and burro program for Fiscal Year 1986 is the disposition of excess wild horses and burros removed from the public lands. At the end of Fiscal Year 1985, nearly 10,000 of these animals were being maintained in BLM corrals and contract facilities at a cost to the Federal Government of more than $20,000 per day. Although these animals are available for adoption, some of them may never be placed in private care because their age or some other trait makes them undesirable to most potential adopters. Meanwhile, additional removals of excess animals are necessary to protect rangeland resources.

The Wild Free-Roaming Horse and Burro Act directs that healthy excess animals for which no adoption demand exists be destroyed in the most humane and cost-efficient manner. However, a moratorium on such destruction has been in place since 1982, while alternatives to destruction were sought. Since 1984, a regulation allowing fee reductions or waivers for animals unadopted at the standard fee has helped to place approximately 3,600 of these animals, but has not reduced their numbers sufficiently to eliminate costly long-term maintenance of unadopted animals. During Fiscal Year 1986, BLM must explore other approaches to lower these costs and to allow greater program emphasis on the management of wild-roaming herds on the public lands.

Law Enforcement. In response to the President's commitment to combat the drug problem in the United States, BLM will intensify efforts to eradicate marijuana on BLM-administered lands. Included in the project will be a campaign to increase the awareness and education of the public regarding cultivation of marijuana on public lands.

BLM will be making a continued effort to expand the law enforcement ranger program beyond the California Desert Conservation Area into other areas of the public lands where there is a need for more concerted resource protection and visitor services programs.

Engineering Services. With the exception of survey, design, and anticipated construction of a new 40,000 sq. ft. District Office complex in Fairbanks, Alaska, BLM will not be constructing any new buildings, recreation sites, or transportation facilities (roads or bridges) during Fiscal Year 1986.

BLM continues to provide support to field personnel and the public by producing a variety of mapping, remote sensing, and photogrammetric products and services. BLM's primary map base (1:100,000 scale surface and subsurface maps) will provide users with nearly completed coverage by the end of Fiscal Year 1986, and the first stages of automation will begin. The requirements for graphic and alphanumeric data to assist in the management of public lands is large and, as a result, significant efforts are being made to automate data capture, handling, storage, and evaluation techniques.

Information Resources Management. During Fiscal Year 1986, Information Resources Management will emphasize continuation of the ADP/Telecommunications Modernization Study, completion of competitive procurement activities to select commercial long distance telephone carriers in an effort to reduce the rate of increase in commercial toll costs; continuation of Information Systems Reviews in three additional States to identify and implement IRM program improvements; issuance of a new Life Cycle Management policy that will emphasize management and user involvement in system development activities; and the strengthening and improvement of BLM's ADP Security Program.

Summary. The challenges facing BLM are many and varied. As a multiple-use agency administering millions of acres of land and its diverse resources, BLM is engaged in a continuing struggle to balance needed resource development with resource protection.

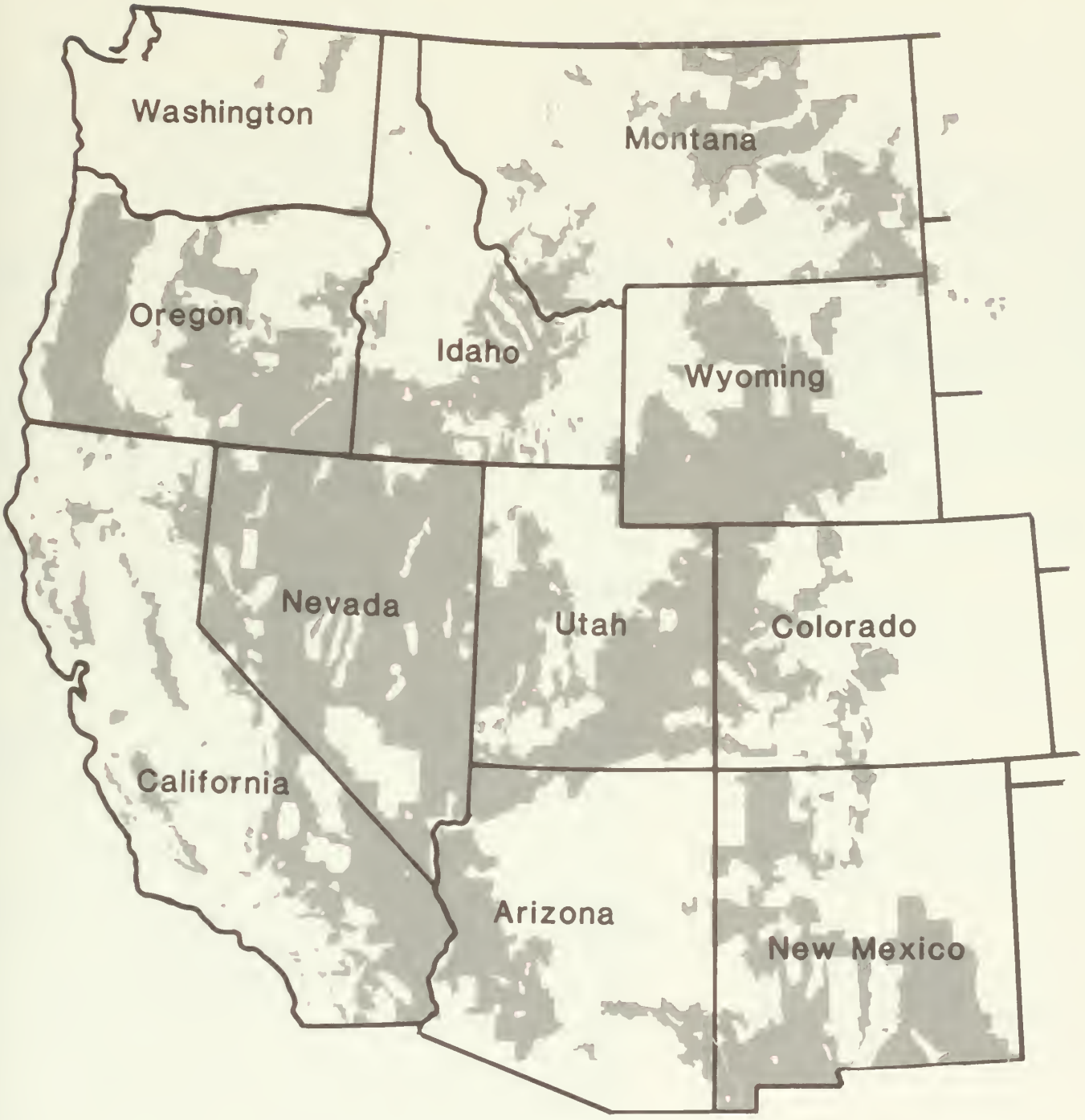
Fortunately, the agency is not alone. Other Federal agencies, State and local governments, private organizations, and the general public play an active role in helping BLM manage the public lands. Consultation and coordination will continue to be of major importance during Fiscal Year 1986.

BLM-administered lands ARE unique, they ARE valuable, they ARE important. And BLM encourages you to become more involved in their management. Whether as a volunteer, a permittee or lessee, a recreationist, an advisory group member, or as an American citizen, your voice can make a difference. Take pride in your public lands—they deserve it!

Photo by Joe Ross, BLM Las Vegas District Office

Gold Buttes/Virgin Valley area in Nevada

PUBLIC LANDS IN THE WESTERN STATES



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